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THESIS

ENHANCED RESILIENCE THROUGH EXPANDED COMMUNITY PREPAREDNESS IN THE UNITED STATES: APPLICATION OF ISRAELI MODELS

by

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13. ABSTRACT (maximum 200 words)

A new approach engaging citizens in preparedness and resilience in the United States is needed to increase community preparedness. Examination of Israel's proven model of community preparedness has shown that applying, adapting, and utilizing some of these components will greatly enhance U.S. resilience. The U.S. government's role is to design and resource flexible programs communities can tailor to address specific threats, needs, and strengths unique to their citizens and society. The United States and Israel have notable differences including land mass, population, frequency, and intensity of threats; national versus federal democratic governance, cultural and religious homogeneity; as well as levels of public trust in government. This thesis found the contextual differences are not insurmountable policy challenges for utilizing best practices from Israeli community preparedness models and applying them to the United States. Many Israeli practices parallel those of the United States, particularly the utilization of volunteers in disaster preparedness and response. Israel's history of threats and the resultant citizen engagement model has made Israel the leader in utilizing civilians as a force structure component for community preparedness and national resilience. Since portions of Israel's model have demonstrated success, and are applicable, these practices should be implemented to increase U.S. community preparedness and resilience.

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ABSTRACT

A new approach engaging citizens in preparedness and resilience in the United States is needed to increase community preparedness. Examination of Israel's proven model of community preparedness has shown that applying, adapting, and utilizing some of these components will greatly enhance U.S. resilience. The U.S. government's role is to design and resource flexible programs communities can tailor to address specific threats, needs, and strengths unique to their citizens and society. The United States and Israel have notable differences including land mass, population, frequency, and intensity of threats; national versus federal democratic governance, cultural and religious homogeneity; as well as levels of public trust in government. This thesis found the contextual differences are not insurmountable policy challenges for utilizing best practices from Israeli community preparedness models and applying them to the United States. Many Israeli practices parallel those of the United States, particularly the utilization of volunteers in disaster preparedness and response. Israel's history of threats and the resultant citizen engagement model has made Israel the leader in utilizing civilians as a force structure component for community preparedness and national resilience. Since portions of Israel's model have demonstrated success, and are applicable, these practices should be implemented to increase U.S. community preparedness and resilience.

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LIST OF ACRONYMS AND ABBREVIATIONS

CERT   Community Emergency Response Teams
CHDS   Center for Homeland Defense and Security
CIIM   Community/Individual Integrated Model
CNCS   Corporation for National and Community Service

FEMA   Federal Emergency Management Agency

HAGA   Israel Civil Defense
HAGMAR   Israel Home Guard
HFC   Israel Home Front Command
HHS   Department of Health and Human Services

IDF   Israel Defense Forces
INP   Israel National Police

MDA   Magen David Adom
MOE   Israel Ministry of Education
MOU   memorandum of understanding
MRC   Medical Reserve Corps

NEA   National Emergency Authority
NVOAD   National Organizations Active in Disaster

PPD-8   Presidential Policy Directive 8

RACHEL   Israel National Emergency Authority

SIT   Social Identity Theory

UK   United Kingdom
U.S.   United States

VIPS   Volunteers in Police Service
VISTA   Volunteers in Service to America

ZAKA   Israel disaster victim identification

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EXECUTIVE SUMMARY

Since the terrorist attacks on September 11, 2001, a resurgence has occurred in the United States of the notion that citizens have a responsibility to prepare and protect themselves, their families, and communities from catastrophic events. The human and economic loss in the aftermath of major events, such as Hurricane Katrina in 2005, and Super-Storm Sandy in 2012, has heightened this awareness. While the frequency and intensity of natural disasters is increasing, less than 30 percent of the U.S. population believes it is adequately prepared to take care of itself following a disaster. In addition, despite U.S. efforts to engage the citizenry, the percentage of individuals taking recommended preparedness actions remains largely unchanged since 2007, which indicates a new approach to community preparedness is needed.

Israel's history of threats and the resultant citizen engagement model has made Israel the leader in utilizing civilians as a force structure component for community preparedness and national resilience. Israel maintains a prepared citizenry and is recognized internationally as a model for resilience based in part on the use of well-informed, trained, and utilized civilians. These civilians are educated and trained throughout their lives and respond in an organized fashion via multiple voluntary organizations linked to professional response agencies. Israeli methods of citizen engagement are executed from a multidisciplinary structure implemented by national government and response professionals, but heavily supported by citizen volunteers. This network provides a smooth system of citizen involvement prior to events contributing to effective teamwork by civilian and professional responders before, during, and after an incident. This system was evaluated to determine whether components of community preparedness models from Israel are applicable, adaptable, and transferable for implementation in the United States to enhance community resilience.

This inquiry concluded both the United States and Israel have rich but divergent histories by which they arrived to the current state of global affairs, which necessitates engaging and utilizing citizens for community preparedness to achieve national

resilience. A notable difference is the type of threats faced by each country. The Israeli model has been constructed in large part in response to terrorist threats while the United States has an all hazards model due to national threats from terrorism, man-made disasters, and natural disasters. Preparedness measures are not exclusively applicable to preventing or mitigating only one type of threat, and therefore, differing types of threats are not a barrier to implementing Israeli models. Additionally, the United States and Israel have notable differences including landmass, population, frequency and intensity of threats, national versus federal democratic governance; cultural and religious homogeneity, as well as levels of public trust in government. However, the data indicates contextual differences are not insurmountable policy challenges for utilizing best practices from Israeli community preparedness models and applying them to the United States

Examination of Israel's proven model of community preparedness has shown that applying, adapting, and utilizing some of these components is achievable and will greatly enhance U.S. resilience. The U.S. government's role is to design and resource flexible programs communities can tailor to address specific threats, needs and strengths unique to their citizens and society and certain components of Israeli community preparedness can be utilized toward this effort. Many Israeli practices parallel those of the United States, particularly the utilization of volunteers in disaster preparedness and response. This area should be enhanced in the United States based on Israeli practices. Absent or weak components of the Israeli model in the United States include education and training for youth, as well as mandatory national service for most citizens. Based upon the findings in this research, the following components of Israel's community preparedness model should be adapted and applied in the United States: 1) education, training, and exercising of youth, 2) integration of volunteer, government, and professional preparedness and response agencies and personnel, and 3) conscripted but flexible service to the nation.

Israeli strategies have been developed and refined in the theater of frequent threats and attacks. While the development of these strategies and programs has a counter-terrorism basis, principles and components are also useful and applicable for an all-

hazard approach. The United States currently possesses the assets and resources to significantly enhance community preparedness capabilities by implementing components of Israel's model into existing U.S. community preparedness frameworks and programs.

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I.   RESEARCHING COMMUNITY PREPAREDNESS STRUCTURES TO EVALUATE SUCCESSFUL ISRAELI PRACTICES FOR APPLICATION IN THE UNITED STATES

A.   PROBLEM STATEMENT

The desired outcome of this thesis is a contribution toward enhanced National Preparedness in the United States resulting from resilience driven by engagement of the American people. The United States is a strong and resilient country with its citizenry as the foundation of this strength. In this thesis, the terms "citizen preparedness" and "community preparedness" are used interchangeably, as are "community engagement" and "community preparedness." Additionally, the term "citizen" applies to any individual members of a community in a country, not exclusively to those who are legally citizens of that nation.

Since the terrorist attacks on September 11, 2001, a resurgence has occurred of the notion that citizens have a responsibility to prepare and protect themselves, their families, and communities from catastrophic events; Presidents Barack Obama and George W. Bush have noted the importance of citizen participation in national preparedness efforts.[1] The loss of life in the aftermath of major events, such as Hurricane Katrina and Super-Storm Sandy, has heightened this awareness, and the frequency and intensity of natural disasters is increasing.[2] Numerous federal documents, academic surveys, and academic literature note the necessity for the public to take proactive steps to prepare individually and communally for various types of disasters, to prevent the loss of life, property, and rippling economic interruptions.[3]

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[1] The White House, "Empowering Local Partners to Prevent Violent Extremism in the United States," last modified August 3, 2011, http://www.whitehouse.gov/sites/default/files/empowering_local_partners.pdf.

[2] Ted Lewis, "The Book of Extremes, Why the 21st Century Isn't Like the 20th Century," (unpublished manuscript, Naval Postgraduate School, 2013), 89.

[3] Amy K. Donahue, "Ready or Not? How Citizens and Public Officials Perceive Risk and Preparedness," Paper presented at the Public Management Research Conference, New York, June 2–4, 2011.

Recent research demonstrates that most Americans believe they would have to take care of themselves following a major disaster, but fewer than 30 percent believe they are adequately prepared to do so.[4] Given that the September 11 attacks, Hurricane Katrina, and Super Storm Sandy, all received extensive traditional and social media coverage, the possibility that individuals are unaware of potential threats is unrealistic. Additionally, data from the 2009 Citizen Corps National Survey indicate the personal preparedness message has reached a majority of households across the country.[5] Since individuals seem to have awareness of threats and understand the actions necessary to prepare, but have not yet begun preparing, it is important to identify successful programmatic elements—and whenever possible, the drivers of success—for preparedness efforts implementation.

The majority of persons in the United States remain unengaged in preparedness activities,[6] despite education and training given to the population providing the necessary knowledge needed to comprehend and prepare for the potential threats. Within the United States, numerous government, private, and nonprofit programs targeting individual and community preparedness exist. The goals of these programs are to partner with citizens to prevent, prepare, respond, recover, and mitigate threats to the nation and its population; thus, contributing to resilience. Although the United States has made strides in individual and community preparedness to strengthen this effort, new strategies are needed to link knowledge, motivation, and action to national preparedness goals.

As compared to the United States, Israel has a higher threat level and higher level of citizen involvement in preparedness and response efforts. Israel represents the gold standard in the practice of integrating civilians as a potent force structure within the homeland security framework.[7] Therefore, this research paper compares the community

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[4] Amy K. Donahue, *Disaster Risk Perception, Preferences, and Preparedness Project* (University of Connecticut (UCONN): Department of Public Policy, 2010), 28.

[5] FEMA Citizen Corps, *Personal Preparedness in America: Findings from the 2009 Citizen Corps National Survey August 2009 (Revised December 2009)*, (Washington, DC: Department of Homeland Security/Federal Emergency Management Agency, 2009), 10.

[6] Ibid., 9.

[7] Catherine Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.* (Arlington, VA: Homeland Security Institute, 2009), 2.

preparedness efforts in the United States and Israel, and identifies successful Israeli policies and practices, which if successfully applied in the United States, will increase the nation's resiliency to terrorism and natural disasters.

B.   RESEARCH QUESTION

Can components of community preparedness models from Israel be implemented in the United States to enhance community resilience?

C.   LITERATURE REVIEW

1.   Purpose

The focus of this review is to evaluate the literature on individual and community preparedness and drivers contributing to these conditions for identifying promising practices that can contribute to U.S. resiliency. Sources of literature reviewed include published academic writings, government reports, biographies, surveys, public and private lectures and speeches, printed and broadcast news reports, letters, electronic communication, and action research. The literature is divided into the following categories: resilience, human behavior impacting preparedness, U.S. community preparedness, and Israel community preparedness. The goals of the review are to identify gaps in the existing literature and the need for further research to answer the central research question of this paper.

2.   Resilience

To build and institutionalize community resilience, resilience itself must be defined. The term resilience originated in the fields of physics and mathematics as the ability of a system to return to equilibrium after a state of disruption.[8] The United Kingdom (UK) National Framework defines community resilience simply as "the use of ordinary skills in extraordinary circumstances."[9] However, the latter definition may be

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[8] Fran H. Norris et al., "Community Resilience as a Metaphor, Theory, Set of Capacities, and Strategy for Disaster Readiness," *American Journal of Community Psychology* 41, no. 1–2 (2008): 127–150.

[9] Robert Bach et al., *Policy Challenges in Supporting Community Resilience* (London, UK: Multinational Community Resilience Policy Group, 2010), 4.

too ambiguous and yet too narrow while the former definition does not incorporate the many complexities of communities. Other definitions suffer from similar shortcomings, and therefore, a new definition of community resilience will be devised as part of this thesis.

3.   Human Behavior and Preparedness

An important area to explore when evaluating how to encourage citizen preparedness is human motivation. According to Fishbein and Ajzen's, *Theory of Reasoned Action*, important subsets of motivation are risk perception and trust.[10] This classic theory focuses on behavior and how persuasion influences behavior. Ajzen later modified the theory to the Theory of Planned Behavior where he included "perceived behavioral control" in which intended actions can be differentiated from realized actions.[11] This concept of perceived behavioral control provides an explanation as to why individuals who understand the personal risk of not preparing for a disaster do not take the necessary steps and actualize the measures necessary. The Theory of Planned Behavior is heavily utilized in advertising and marketing campaigns, and therefore, is directly applicable when considering how to market disaster preparedness to individuals.

Philip Zimbardo, a human behavior researcher, is well known for conducting the Stanford Prison Experiment.[12] This human experiment demonstrates cognitive dissonance theory, in which individuals hold internal conflicting beliefs. This concept could be important in evaluating why individuals understand their risks and yet take no action to mitigate these risks by preparing for a major event.

Critical to motivating individuals to action is communication of risk. Fessenden-Raden, Fitchen, and Heath concluded that risk communication is complex, as it is more

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[10] Blair H. Sheppard, Jon Hartwick, and Paul R. Warshaw, "The Theory of Reasoned Action: A Meta-Analysis of Past Research with Recommendations for Modifications and Future Research," *Journal of Consumer Research* (1988): 325–343.

[11] Ibid.

[12] Philip Zimbardo, *The Lucifer Effect: Understanding How Good People Turn Evil* (New York, NY: Random House, 2008), 297–324.

involved than one way messaging, and instead, must consider not only the message, but also the messenger and receiver.[13]

Since receivers of the preparedness message are influenced by their community, social capital is relevant to the evaluation of receptivity. Social capital, defined as the dependence on family, friends and other networks, appears to decrease vulnerability by increasing the success of developing programs.[14] Another component of human behavior is trust. A few areas to be considered when targeting individuals for community preparedness and resilience are their history of trust, trust of others and organizations, game theory, and how trust relates to power.[15] Additionally, it will be valuable to understand trust in authority, particularly in receptivity to disaster preparedness messaging, and to identify the "trusted messenger" for various demographics and communities.[16]

ORC Macro, an independent research group, created a behavioral change model for the Federal Emergency Management Agency (FEMA)'s Citizen Corps Program.[17] Although developed in 2005, the methodology was sound and appears unbiased, but the study clearly states it is a baseline for future research on citizen preparedness. The behavioral change model draws heavily on the Transtheoretical Model of Change and its five stages of change of individuals: pre-contemplation, contemplation, preparation, action, and maintenance.[18] Nick Campassano evaluated the Citizen Corps behavioral change model in his 2010 thesis at the Center for Homeland Defense and Security. Campassano created an alternative model, the Community/Individual Integrated Model

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[13] June Fessenden-Raden, Janet M. Fitchen, and Jenifer S. Heath, "Providing Risk Information in Communities: Factors Influencing What is Heard and Accepted," *Science, Technology, & Human Values* 12, no. 3/4 (1987): 94–101.

[14] Michael Woolcock, "Social Capital in Theory and Practice: Where Do We Stand?" in *Social Capital and Economic Development: Well-being in Developing Countries*, ed. Jonathan Isham, Thomas Kelly, and Sunder Ramaswamy (Cheltenham, UK: Edward Elgar, 2002), 18–39.

[15] Reinhard Bachmann, *Handbook of Trust Research* (Cheltenham, UK: Edward Elgar, 2006), 17–28.

[16] Dhavan V. Shah, "Civic Engagement, Interpersonal Trust, and Television Use: An Individual-Level Assessment of Social Capital," *Political Psychology* 19, no. 3 (1998): 469–496.

[17] ORC Macro, "Citizen Corps Personal Behavior Change Model for Disaster Preparedness," *Citizen Preparedness Review, A Quarterly Review of Citizen Preparedness Research*, no. 4 (2006): 1–13.

[18] James O. Prochaska and Carlo DiClemente, *The Transtheoretical Approach: Towards a Systematic Eclectic Framework* (Homewood, IL: Dow Jones Irwin, 1984).

(CIIM), a multitheory model focusing on citizen preparedness from both an individual and community perspective.[19]

4. U.S. Community Preparedness

Although citizen preparedness is not a new concept, as evidenced by the Civil Defense Corps, which began in WWII, the events of September 11, 2001 brought greater focus to the topic. In President George W. Bush's 2002 State of the Union address, he launched Citizen Corps, a national community preparedness program.[20] Citizen Corps is a family of five programs: Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), USA on Watch (formerly Neighborhood Watch), Fire Corps, and Volunteers in Police Service (VIPS). The goal of the program is to engage citizens actively within their local communities to prevent, prepare, and respond to any type of disaster. Although CERT and MRC report high levels of involvement nationally, weaknesses do occur within the program. Federal collaboration is lacking across agencies, as evidenced by multiple federal funding streams allocated to states for different programs under the "umbrella" of citizen preparedness. This disconnect can causes both duplication of efforts, wastes resources, and result in response fragmentation at the state and local level.[21]

The federal government and the non-profit community have achieved a level of success in coordinating their disaster preparedness messaging to the public, via FEMA's Ready Campaign,[22] The Ready Campaign communicates the need and means to prepare for any type of disaster primarily via public service messages and a website.[23] The majority of the non-profit community in the disaster preparedness arena has adopted

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[19] Nicholas Campasano, "Community Preparedness Creating a Model for Change" (master's thesis, Naval Postgraduate School, 2010).

[20] George W. Bush, "Address Before a Joint Session of the Congress on the State of the Union," *The American Presidency Project*, January 29, 2002, http://www.presidency.ucsb.edu/ws/?pid=29644.

[21] William L. Waugh Jr., "Terrorism, Homeland Security and the National Emergency Management Network," *Public Organization Review* 3, no. 4 (2003): 373–385.

[22] "Ready Campaign-Citizen Corps," last modified February 28, 2014, http://www.ready.gov/citizen-corps.

[23] Ibid.

similar preparedness messaging. Areas for exploration in disaster messaging include determining whether the messaging is reaching the public, whether the messaging is effective, whether the messaging should be tailored to communities, and whether preparedness messaging creates a subliminal perception that government and non-profits will provide a strong response in disasters.

Government reports, such as *The Federal Response to Hurricane Katrina: Lessons Learned*, note the necessity of public participation and provide credible background data on the topic.[24] *The Federal Response to Hurricane Katrina: Lessons Learned* dedicates an annex to the need for citizen preparedness and outlines specific recommendations for state and federal government to improve this capability.[25] While this report is comprehensive, a need remains to examine the degree to which the actions have been implemented, to determine whether individuals have the knowledge and means to take these steps, and to evaluate the efficacy of messaging.

Since 2002, surveys and studies have been conducted on the topic of citizen preparedness. Findings from the *Harvard School of Public Health Survey of Hurricane Preparedness* noted that 54 percent of Gulf Coast residents would run out of clean water after six days and 44 percent would run out of food after the same period.[26] Additionally, 66 percent had not identified a meeting place if separated, and 49 percent had not identified a phone number to call in the event of separation.[27] The methodology of the study was sound, but the study focused on the Gulf Coast region only. A larger and updated survey including other regions of the United States is needed to construct a clearer picture of preparedness.

Another study evaluating U.S. preparedness is the "University of Connecticut Department of Public Policy Disaster Risk, Perception Preferences, and Preparedness

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[24] The White House, *The Federal Response to Hurricane Katrina: Lessons Learned* (Washington, DC: U.S. Government Printing Office, February 23, 2006).

[25] Ibid., 121–123.

[26] R. J. Blendon, T. Buhr, and J. M. Benson, *Hurricane Readiness in High Risk Areas* (Harvard School of Public Health: Project on the Public and Biological Security, 2008).

[27] Ibid.

Project, 2010."[28] This U.S. attitudinal study examines preparedness in terms of five risk concepts: portfolio, defined as possessions including life and property, perception, defined as an individual's judgment of how great the possibility of portfolio loss in respect to the threat, tolerance, defined as amount of loss an individual is willing to accept, orientation, defined as reasons individuals do or do not take actions to prepare; and mitigation, defined as the set of actions taken to prepare. Of interest are the conclusions that denial and procrastination are the primary drivers in a lack of preparedness and that an overwhelming majority of participants would be willing to pay for increased preparedness capabilities in their community.

This project is a comprehensive and credible study with very few gaps, and indicates a disconnect between general acceptance of a threat and action to prepare, prevent, or respond to this information to point the way toward future areas of investigation.

5.   Israeli Community Preparedness

Since the creation of the State of Israel in 1948, the nation has experienced multiple military or terrorist conflicts. Perhaps, due to this threat, Israeli citizens are an integral part of planning and response. Razdiskly notes in "Emergency Management in Israel: Context and Characteristics," although not prone to many natural disasters, Israel faces a constant threat of terrorism, and unlike most countries, has a single-hazard based, military-centric model of emergency management.[29] This document provides an overview of Israeli practices and places these practices within the context of the country and its threats. However, as Morag points out in *Comparative Homeland Security: Global Lessons*, *Vol. 1*, Israel also has one of the most involved citizenry from a preparedness perspective with over 70,000 citizens participating in its Civil Guard, an organization that

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[28] Donahue, "Disaster Risk Perception, Preferences, and Preparedness Project."

[29] Jack L. Rozdilsky, "Emergency Management in Israel: Context and Characteristics," in *Comparative Emergency Management: Understanding Disaster Policies, Organizations, and Initiatives from Around the World*, ed. David McEntire, DHS-FEMA Emergency Management Higher Education Program, 2009.

supports multidisciplinary agency activities within the country.[30] This book is a comprehensive overview of homeland security systems from selected countries possessing democratic forms of government. It provides a great deal of information pertinent to this thesis on the topic of Israel, but also includes useful information about the United States and other nations.

A 2009 report, *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.* identified some practices that may be transferable to the United States.[31] Although no connection between terrorism and natural disaster preparedness is derived, the recommendations from this research are a useful and comprehensive foundation for continued research of comparative Israeli and U.S. policy and programs in terrorism preparedness.

6.   Summary

In total, body of work sufficient to explore the topic of meaningful citizen engagement in the United States exists. A comprehensive amount of credible materials also exists that directly address community preparedness levels and programs in both the United States and Israel. This body of work encompasses public, private, and nonprofit sector policies, reports, and programs, human behavior (psychological and sociological) research, and resilience literature.

Peripheral sources, such as action research of the author of this thesis, and bodies of literature addressing cultural and socioeconomic occurrences, are evaluated to extrapolate explanations and generate policy recommendations where data sources are limited.

The existing body of work is of excellent quality in that it is scholarly, well-documented research. However, a gap exists in literature exclusively focusing on

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[30] Nadav Morag, *Comparative Homeland Security: Global Lessons* vol. 1 (Hoboken, NJ: John Wiley & Sons, 2011), 151.

[31] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*, 126–127.

individual and community preparedness. Larger still is the gap in comparative international community preparedness programs and policies.

Natural disasters are increasing in number and intensity, terrorism cannot be eradicated, and gaps exist in community preparedness and resiliency research. A comparative research method, and subsequent application of promising international practices, could expedite U.S. advancement in preparedness and resiliency. These facts make this thesis an important and feasible topic for research.

D.   METHOD AND RESEARCH DESIGN

The research method is a multilayer qualitative comparative analysis utilizing a literature review, an international case study, and action research.

1.   Data Sample

Existing literature was examined for the following purposes.

- To determine the need and feasibility for updated U.S. policy recommendations
- To determine whether adequate international examples of promising practices exist in the arena of community preparedness and resilience
- To identify policy and program gaps in U.S. community preparedness and resilience
- To identify societal and psychological factors that may affect citizen participation in preparedness efforts
- To identify areas for further research and data collection

2.   Data Collection

Published academic writings, government reports, biographies, public and private lectures and speeches, printed and broadcast news reports, letters, and electronic communication are the source of data. Case studies, programs, and policies from the United States and Israel are examined. Action research garnered from the author's 10 years community preparedness and engagement at the local, state, and federal government levels are incorporated. Due to a heightened focus on community preparedness after the terrorist attacks of September 11, 2001, many new approaches

were rapidly developed and applied. Much of these actions or data were not documented; however, the author participated in the action research cycle (plan, action, observe, reflect) in multiple jurisdictions with multiple government and non-governmental partners. Some of these actions and knowledge gained from this participation guided the purpose and direction of this research.

3. Data Analysis

The data collected is viewed through an appreciative inquiry approach via a comparative analysis process to identify promising international practices in community engagement. The culmination of the analysis is a generation of U.S. policy recommendations to engage the public meaningfully in preparedness with the overarching goal of enhancing community resiliency. Care is taken to identify social, cultural, geographic, and governmental barriers that may exclude or diminish application of the identified promising practices to U.S. policy.

E. CONCLUSION

Events of terrorism and natural disasters in the United States have redirected focus on policy and programs, which include national resilience with a recognition of citizen preparedness as a component of those efforts. This recognition and accompanying efforts have not demonstrated a significant impact toward increasing citizen preparedness. Israeli citizens are highly engaged in these types of efforts and examination of Israeli practices for application in the United States is warranted. Since numerous differences between the two countries exist, much of the body of this work is an analysis of the multiple components of community preparedness of the two countries. The U.S. federal government and the Israeli national government require that preparedness systems and functions be broken out for analysis in multiple, non-parallel components for comparison, which is accomplished in the following chapters.

Chapter II defines and examines resilience, as well as the current baseline status of U.S. community preparedness. The rational and usefulness of selecting Israel as a case study for applicable practices in the United States is provided.

Chapter III identifies how psychology and human behavior impact and influence individuals and community preparedness efforts. The influence of trust, emotions, and social cohesion is explored.

Chapter IV provides a brief description on the history and culture of both countries. This historical framework provides a basis for cultural influences affecting citizen preparedness.

Chapter V identifies the primary agencies of the U.S. government and the means by which they drive or impede preparedness efforts at the federal, state, and local level. The role of voluntary organizations within the citizen preparedness system is also provided. Although the private sector has a meaningful role in community preparedness, this sector is not examined in this body of work.

Chapter VI defines the Israeli model for citizen preparedness and response. Significant focus is applied to the interface between professional and volunteer response organizations.

Chapter VII provides recommendations for components of the Israeli model useful for application in the United States, and also, identifies areas for future research.

II. CRITICALITY OF ENHANCED COMMUNITY PREPAREDNESS

The most recent guidance surrounding national preparedness provided to U.S. leaders is found in *Presidential Policy Directive 8* and directs them to "strengthen the security and resilience of the United States through systemic preparation for the threats that pose the greatest risk to the security of the nation, including acts of terrorism, cyber attacks, pandemics, and catastrophic natural disasters."[32] Not only are citizens impacted by gaps in the nation's preparedness, a prepared citizenry could greatly contribute to and become the foundation of a prepared and resilient nation.

A.   RESILIENCE

Resilience has been defined in numerous ways. The term implies flexibility and the ability to bounce back following a challenge, but much more is required of a nation and its people to overcome extreme adversity. Community resilience, as defined by Menon is, "The ability to survive and prosper in the face of adversity and change."[33] Adversity in the context of preparedness refers to all hazards comprised of natural disasters, man-made disasters, and acts of terrorism.

Resilience can be explained from three perspectives within the national preparedness sector: infrastructure, economics, and society or communities. Stephen Flynn, one of the foremost authors and speakers on U.S. resilience, underscores the priority of rebuilding of critical infrastructure and states the nation's infrastructure is a major vulnerability after decades of underinvestment. In addition to physical infrastructure, Flynn asserts the public health infrastructure is in disarray, which creates the potential for catastrophic health crises. These infrastructure deficits are viewed both

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[32] Barack Obama, *Presidential Policy Directive 8: National Preparedness*, March 30, 2011.

[33] K. U. Menon, "National Resilience: From Bouncing Back to Prevention," *Ethos* 11, no. 1 (2005): 14–17.

as a national security vulnerability and as a major impediment to resiliency following any hazard.[34]

While macroeconomic resilience encompasses many national-level sectors, economic resilience of individuals and communities are critical to recovering after a large-scale event. Without including the incalculable value on the loss of a life or injury, the United States spent $55 billion in 2011 on disaster recovery.[35] The specific issues of economic resilience are beyond the scope of this writing; however, it is important to note that a better-informed and participating citizenry could contribute to mitigating the impact and cost of these occurrences.

It is possible to apply Menon's definition of community resilience to preparedness by hypothesizing that the ability of a community, or network of people, to survive and eventually prosper through even a catastrophic event is based on preparing for the known possibilities then adapting and responding to the unknown or unexpected events. As citizens are the backbone of any society, the foundation of a community network is the individual and the strength of the networks lies in the strength of its individuals and the groups comprised by the individuals.[36]

The following definition of resilience is broader in scope, captures key elements of the concept and is the definition utilized in this thesis. Resilience is, "the ability to prepare and plan for, absorb, recover from, or more successfully adapt to actual or potential adverse events."[37] Citizens are a crucial part of ensuring resilience. The Committee on Increasing National Resilience to Hazards and Disasters has clearly described "Characteristics of a Resilient Nation in 2030," in which the community is a central component toward resilience:

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[34] Stephen Flynn, *The Edge of Disaster: Rebuilding a Resilient Nation* (New York: Random House, 2007).

[35] Susan L. Cutter et al., "Disaster Resilience: A National Imperative," *Environment: Science and Policy for Sustainable Development* 55, no. 2 (2013): 25–29.

[36] Anita Chandra, *Building Community Resilience to Disasters: A Way Forward to Enhance National Health Security* (Santa Monica, CA: Rand, 2011), 9.

[37] Cutter et al., "Disaster Resilience: A National Imperative," 25–29.

1) Individuals and communities are their own first line of defense against disasters; 2) National leadership in resilience exists throughout federal agencies and Congress; 3) Community-led resilience efforts receive federal, state, and regional investment and support; 4) Site-specific risk information is readily available, transparent, and effectively communicated; 5) Zoning ordinances are enacted and enforced. Building codes and retrofit standards are widely adopted and enforced; 6) A significant proportion of post-disaster recovery is funded through private capital and insurance payouts; 7) Insurance premiums are risk based; 8) Community coalitions have contingency plans to provide service particularly to the most vulnerable populations during recover; 9) Post-disaster recovery is accelerated by infrastructure redundancy and upgrades; A resilient nation in 2030 also has a vibrant and diverse economy and a safer, healthier, and better educated citizenry than in previous generations.[38]

Resilience is the ultimate goal in the U.S. preparedness, as it is seen as crucial to mitigating all hazards; this objective is central to national reports across many recent governmental agencies and academic institutions. The definitions and vision laid out above is all encompassing and ambitious but central to any resilience plan for the nation is its citizens.

B.   UNITED STATES COMMUNITY PREPAREDNESS STATUS

In recent years, the term "citizen preparedness" has come to encompass the readiness of an individual or community to prevent, prepare, respond, and recover from any hazard. Common, crosscutting segments of U.S. programs, which have often been based on conventional wisdom, include community outreach focused on awareness of potential and imminent threats, having an emergency plan, and building an emergency supply kit, as well as additional community involvement, such as training or volunteering.[39] Government and non-profit agencies and organizations instruct Americans to assess their risk level, maintain awareness of disease outbreaks, and listen

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[38] Cutter et al., "Disaster Resilience: A National Imperative," 25–29.

[39] Lori Uscher-Pines et al., "Citizen Preparedness for Disasters," *Medicine and Public Health Preparedness* 6, no. 2 (2012): 170–173.

for emergency information. Unfortunately, most of these instructions are too ambiguous and overwhelming for most citizens to undertake successfully.[40]

This thesis uses a citizen preparedness definition adapted from recent U.S. government preparedness data. Citizen preparedness is defined as identifying and listening to a trusted source for emergency information, maintaining self-sufficiency (food, water, shelter) for a least three days without assistance, participation in a local community network that will provide non-government assistance to self or other community members in a large scale event, and receiving training or education to be able to respond to a disaster, as well as make informed choices resulting in the mitigation of risks.[41]

Therefore, an engaged citizenry in the United States would comprise a network constructed at the community level with individuals possessing an expectation that they can survive without assistance for three days, or at a minimum, have an awareness of where to receive non-governmental resources and assistance if necessary. The foundation of citizen preparedness should be self-reliance of the majority and, as the Administrator of the Federal Emergency Management Agency (FEMA), Craig Fugate, has frequently noted, priority for assistance should be afforded to individuals and groups who lack the resources or ability to achieve self-reliance.

Beyond more cohesive and cooperative communities, a need exists for citizens to prepare and train to assist themselves or others during a large-scale emergency or disaster due to the ratio of professional responders to civilians. While essential response and rescue services are provided to most of the U.S. population, it could it never be fiscally possible to build or sustain an emergency system that can address every potential emergency or every component of a large-scale catastrophe. The combined total of fire service, sworn law enforcement, and active military personnel comprise less than four percent of the U.S. population. On average, only 1.5 firefighters are available for every

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[40] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*, 126.

[41] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action* (Washington, DC: Federal Emergency Management Agency, 2013).

10,000 civilians.[42] Additionally, only 3.5 sworn law enforcement officers are on hand for every 1,000 civilians.[43] Even states and municipalities with mutual aid agreements could not meet the immediate needs of their citizens in a catastrophic event. Simply put, no mechanism or financial apparatus is in place to implement this capability. Furthermore, an event's extended duration would likely exhaust any surge forces if the community had no mechanism for self-sufficiency established. Additionally, no rational model exists to justify an acceptable return on investment for the use of tax dollars to prepare for multiple Black Swans, rare but catastrophic, events. For these reasons, local communities and their citizens should become the first line of defense, and understand that they may be the last line of response.

To address the need for self-sufficiency, the United States has crafted its public message as "Be Informed; Make a Plan; Build a Kit." Figures 1–3 depict some of the most recent and comprehensive data on U.S. community preparedness based on this message from FEMA's "2013 Preparedness in America Report."[44]

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[42] National Fire Protection Association, "Reports and Statistics," accessed February 2, 2013, http://www.nfpa.org/research/reports-and-statistics.

[43] Federal Bureau of Investigation, "Crime in the United States," accessed February 2, 2013, http://www2.fbi.gov/ucr/cius2009/police.

[44] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action*, 7–8.
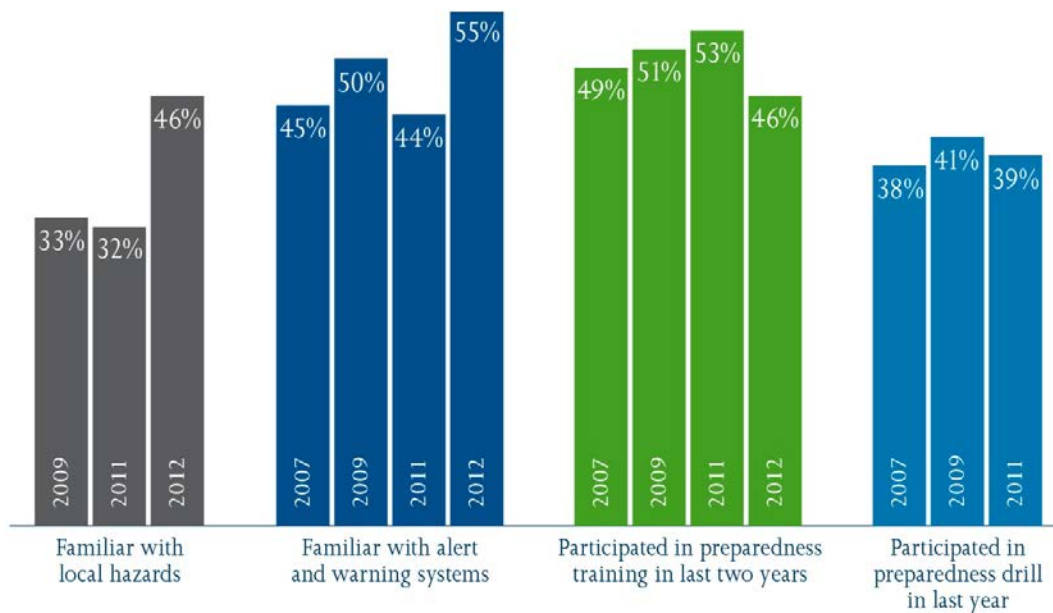
Figure 1.   Be Informed

Figure 2.   Household Emergency Plans
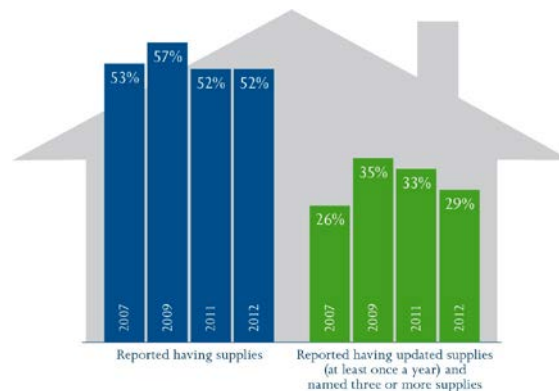
Figure 3.   Disaster Supplies in Homes

The role of FEMA and other U.S. agencies critical to community preparedness is addressed more extensively in Chapter V. However, despite the graphics demonstrating gains in specific aspects of community preparedness, this report also states, "The percentage of surveyed individuals taking recommended preparedness actions remains largely unchanged since 2007."[45]

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[45] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action*, 1.

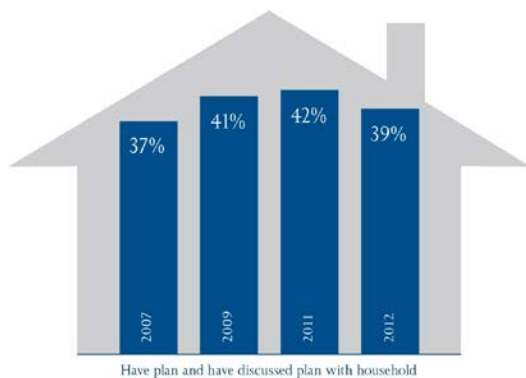These data, and the absence of contrary data on community preparedness levels, when combined with the fact that the frequency and intensity of natural disasters is increasing, indicate the United States needs new methods to enhance community preparedness and contribute to national resilience.[46]

C.   WHY USE ISRAEL AS A MODEL?

Several factors in selecting a country for a case study comparison on community preparedness with the United States were pertinent considerations. These primary factors included form of government, culture of inhabitants, type and frequency of threats over the last 25 years, level of civilian engagement in society, availability of academic literature on community preparedness, and community preparedness status of the nation. The selection factor most heavily weighted in the selection process was community preparedness status as evidenced by the nation's successful engagement of civilians in preparedness. The State of Israel satisfied these factors for analysis. The nation's priority use of citizens as a component of Israeli force structure for emergency events was an additional element that influenced the selection.

The United States and Israel are allied democratic countries with commonalities in governance and international policy, but divergent geographic and geopolitical factors contribute to their respective security strategies. Although the United States faces threats of terrorism, natural disasters also pose a great threat to physical safety and economic security of its citizens. As previously noted, because threats are of a dual nature, the United States has based its citizen preparedness programs on an all-hazards approach. Israel's threats have been traditional military threats, as well as intermittent periods of heightened and intense asymmetrical threats of terrorism. Consequently, citizen engagement efforts in Israel are terrorism centric and the country enjoys a high rate of participation in and success from these programs and activities.[47]

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[46] Lewis, "The Book of Extremes, Why the 21st Century Isn't Like the 20th Century," 89.

[47] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*, 1.

An important factor in justifying the selection of Israel for the case study is an acknowledgement that some aspects of the United States and Israel do not perfectly align. Contextual differences exist between the populations, types of threats, and societal perspectives between the countries. Some differences do not impact how the United States might implement Israeli practices, while others will require adaptation for application. Differences between Israel and the United States are highlighted in Table 1 and are explored throughout this work.

METRIC	ISRAEL	UNITED STATES
Size of the country	Small (20770 sq. km)	Large (9,826,630 sq. km)
Population	Small (7.8 million)	Large (303 million)
Intensity of the threat (based on loss of life)	High	Low
Public Attitude on Civil Defense	Interested and Well-informed	Indifferent and Not Well Informed
Primary Responsibility for Public Safety	National	Federal, State, and Local
Trust in Government	High	Low
Government Structure	Unitary	Federal
Military service	Compulsory	Voluntary
Legal Constraints on Use of Volunteers	Low	Extensive and Varies by State
Emphasis of Political Culture	Security	Security and Concerns Over Civil Liberties
Ethnic/Religious/Linguistic Homogeneity	*Relatively High	Low
Emphasis	Citizens as First Responders and Partners with Professional Responders	Uniformed First Responders
Focus of Threat	Terrorism	All-hazard
Frequency of Threat	Variable	Moderate but Increasing

*Arabs make up almost 20 percent of the population who contribute to cultural and religious heterogeneity. However, Israeli citizens are dominantly Jewish.

Table 1.   Contextual Differences between Israel and U.S. (Adapted)[48]

Most arguments that oppose examining and applying Israeli policies within the United States revolve around size, as Israel's land mass is comparable to Massachusetts, the number of inhabitants as Israel's population is approximately equal to the state of Virginia, governmental structure as Israel is national and the United States is federal, and

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[48] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*, 135.

type of threats faced as previously noted Israel is terrorism focused while the United States is all hazards. Although this assessment is accurate, it does not negate the incomparable success that the Israeli government, volunteer organizations, and civilians appear to have built, with the gold standard of community preparedness formed in this crucible of threats; Israel is internationally recognized for its well-informed, trained, and utilized citizens.[49]

Israel has implemented training and education on preparedness within the education curriculum of primary and secondary schools, and therefore, is rearing a generation of prepared citizens.[50] Additionally, Israel utilizes civilians and voluntary agencies as part of a multifaceted preparedness and response system in which volunteers train, exercise, respond, and are viewed as an integral component of Israeli community preparedness.[51] This system is a unique force multiplier of these self-sufficient and socially connected communities for the nation, worthy of investigation for application in the United States.

Recognition of collaboration on comparable goals and practices in emergency management and community preparedness already exist between the nations. The United States and Israel have a memorandum of understanding (MOU) executed in 2007. In June 2009, FEMA Administrator Fugate and Major General, Yair Golan of the Israeli Defense Forces Home Front Command, met to "Foster a working relationship with Israel and bolster the exchange of information on common emergency management practices."[52]

Components of the Israeli system parallel those in the United States and should be adapted if necessary, and then applied by U.S. communities to increase citizen engagement and enhance national preparedness and resilience. To do otherwise could be

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[49] Sibel McGee and Robert Edson, "Extending the Conceptagon As an Analytic Framework: A Case Study of Public Preparedness in Israel" (paper presented at the 8th Conference on Systems Engineering Research, Hoboken, NJ, March 17–19, 2010).

[50] Annemarie Conroy, "What Is Going to Move the Needle on Citizen Preparedness?: Can America Create a Culture of Preparedness?" (master's thesis, Naval Postgraduate School, 2008).

[51] Rozdilsky, "Emergency Management in Israel: Context and Characteristics," in *Comparative Emergency Management: Understanding Disaster Policies, Organizations, and Initiatives from Around the World.*

[52] Ibid., 17.

compared to a fine musician refusing to perform Mozart because the renowned composer is one of the most famous, celebrated, and prolific musical artists. Indeed, Mozart displayed musical genius at an early age, was driven to excel by his over-bearing father, and lived in a period during which his gift was valued, but it would be a tragedy not to attempt to perform the master's work because the circumstances of both musicians are not parallel.[53] Perhaps the current performance will not be driven by the same passions nor possess the creative nuances of famous composer, however, the current artist's personal interpretation of the musical piece will be valuable and relative to the current audience. This metaphor extends to Israel's lessons on preparedness: circumstances in the United States are different but great lessons can be learned from Israel, adapted where necessary, and applied throughout U.S. communities to achieve strength and resilience. The foundations for successful collaboration between the nations are in place and the opportunity to further share exemplary practices should be explored.

D. CONCLUSION

The United States has a clear and stated vision toward national preparedness and resilience, has acknowledged citizens as a critical component to achieving the vision, and taken steps to engage individuals and communities in this effort. Unfortunately, U.S. citizen engagement levels remain unsatisfactory even after major terror attacks and natural disasters. Israel has demonstrated success in training and utilizing its citizens in these efforts. While differences exist between the nations that preclude whole-scale implementation of Israeli practices in the United States, certain components are applicable. Most notable of these practices is the seamless amalgamation of professionals and volunteers in preparedness and response. Additionally, the United States and Israel have a current emergency management MOU, and therefore, Israeli practices should be further examined for adaptation and implementation in the United States.

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[53] A. Peter Brown, "Amadeus and Mozart: Setting the Record Straight," *The American Scholar* 61, no. 1 (1992): 49–66.

In an effort to identity human behavioral commonalities that undergird community preparedness, psychological and sociological factors influencing individual behaviors need to be probed. The following chapter examines some of the drivers of individual and group behaviors that may influence citizen engagement.

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III.   PSYCHOLOGY AND HUMAN BEHAVIOR AS DRIVERS OR BARRIERS TO COMMUNITY PREPAREDNESS

Motivating Americans to protect themselves, their families, and their communities is the cornerstone of national resilience. Since human behavior is the key to mobilizing and joining civilian forces with professionals to prepare the nation, policy and programmatic decisions must be steeped in psychological and sociological drivers of behavior. This chapter explores human behavior and emotions as they relate to citizen engagement in preparedness efforts.

A.   MOTIVATION

Israel demonstrates success in harnessing this vital force toward resilience, and whether by design, necessity, or serendipity, its program components capitalize on basic human behavioral traits. Identifying key components and characteristics of these programs, and then implementing them within existing U.S. operations, could prove to be the tipping point for meaningful community engagement in national preparedness, response, and recovery efforts. Motivation can be analyzed on a macro level by observing a broad scope of demonstrated behaviors, as well as on a micro level by consideration of risk, fear, anger, and trust. Since individuals organize into systems via communities, group behavior and identity are critical aspects in community preparedness.

Externally influencing human behavior is a central theme in motivation and has been used in commercial sales, as well as public health campaigns. Many sales techniques and ad campaigns have been constructed based on these principles with the intention of altering behavior toward an end goal. Some key behavioral elements from this field are relevant to the community preparedness arena: 1) commitment and consistency—individuals will honor their spoken or written commitments, 2) social proof—individuals mimic activities they view others undertaking, 3) liking—individuals are persuaded by what others like, and 4) authority—individuals usually obey instructions

delivered to them by authority figures.[54] Utilizing these concepts of behavior when developing or implementing community programs could be a simple approach to maximize the engagement of individuals and efficacy of program goals.

To examine the motivation of citizen engagement, consideration of the American public's mindset on government support versus self-sufficiency should be explored. The notions of independence, self-sufficiency, and a somewhat risk-driven attitude to seek better opportunities were harnessed as Americans settled the western section of the country. This spirit of independence dominated the national psyche until ever-expanding government subsidies in the aftermath of World War II shifted public attitudes away from self-reliance.[55] This expectation of government solutions is reflected in survey finding in which many respondents continue maintain a belief that government or emergency responders will be able to respond to them in a disaster.[56]

A major contributor to this mindset stems from a view of scarcity versus abundance. While scarcity and abundance are psychological terms, for this writing, these principles are intended more to reflect an economic definition. Scarcity and abundance create a have-versus-have-not mentality assigned to self, community, and government, and then becomes a driver of social behavior; thereby, delaying or preventing individual preparedness. If public fiscal resources, such as disaster response and recovery dollars, are viewed as abundant non-rival goods, then these goods may be over-utilized and result in depletion, a phenomenon known as tragedy of the commons.[57] The far-reaching result of this depletion could be not only loss of disaster response and recovery funding, but social services funding as well. If the perception of abundance in the commons is coupled with a perception of individual and community scarcity then an entitlement mindset is likely to occur. Entitlement in this paper refers to a concept that the government is

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[54] Robert B. Cialdini, *Influence: The Psychology of Persuasion* (New York: HarperCollins, 1993), 57–208.

[55] Nicholas Deakin, Catherine Jones Finer, and Bob Matthews, *Welfare and the State, Volume 2: The Zenith of Western Welfare State System* (London, UK: Routledge, 2004), 32–328.

[56] Donahue, "Disaster Risk Perception, Preferences, and Preparedness Project," 7.

[57] "Abundance vs. Scarcity," accessed December 17, 2013, http://p2pfoundation.net/Abundance_ vs._Scarcity.

designed, obligated, and capable of meeting the needs of most individuals and communities after any type of disaster. It does not imply personal laziness or greed, but rather a perception of personal scarcity along with governmental abundance and obligation. Motivating persons with this entitlement mindset becomes dramatically more difficult. Recognizing and shifting this paradigm could reconstruct U.S. preparedness and resilience endeavors; by contrast, Israel exhibits successful civilian mastery of self-reliance and public participation contributing to its national resilience.

Paradigm shifts are momentous undertakings that require the scarce commodity of time, but smaller steps toward this end, such as influencing the current zeitgeist of U.S. community preparedness, is achievable in the near future, if attention is focused upon this topic. Entitlement in the form of individual expectations of government assistance reflects a paternalistic view of government, and therefore, suggests that the government's approach should be one of soft paternalism. Thaler and Sunstein state soft paternalism combines libertarianism and paternalism in that, "the libertarian aspect of our strategies lies in the straightforward insistence that, in general, people should be free to do what they like-and to opt out of undesirable arrangements if they want to do so."[58] The paternalistic portion of the term "lies in the claim that it is legitimate for choice architects to try to influence people's behavior to make their lives longer, healthier, and better."[59] Citizens' motivations and actions not only affect themselves, but also contribute to the society as a whole. Many of these actions are not only born from an individual's self-perception, but also from identities based on memberships in groups or communities.

B.   TRUST AND SOCIAL CAPITAL

Tajfel's Social Identity Theory (SIT) sets forth that an individual's group identity, specifically the position within the group, drives a great deal of individual behavior. Neither completely interpersonal nor intergroup behavior is exclusively displayed, but

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[58] Richard H. Thaler and Cass R. Sunstein, *Nudge: Improving Decisions about Health, Wealth, and Happiness* (New Haven, CT: Yale University Press, 2008), 5.

[59] Ibid.

rather, behavior is driven by components of both realities.[60] Within this theory, the concept of self is deeply connected to the group, and therefore, competition to elevate the group's superiority is paramount to elevate self-esteem. While the concept of in-groups and out-groups has implications for the homeland security enterprise at large, the concept of in-group behavior is most relevant for community engagement. An individual's place as part of a group, the desire to conform to accepted group norms, and ambition to advance in the hierarchy of the group, are meaningful considerations in increasing voluntary participation of civilians in preparedness.

The term "social capital" has a broad range of applications, from simple community discourse on public topics to addressing socioeconomic disparities and the resulting implications pertinent to these disadvantages. For this thesis, the term is used to reflect the intangible value of inter-community relationships and the resulting network.[61] The value of individual members to the community as a whole can be based upon many variables, but the esteem and trust the community bestows upon certain members of this network is highly valuable knowledge. Garnering the support and leveraging the capital of influential members within the network is critical to citizen support and participation.

Trust is perhaps the most difficult piece of the community preparedness puzzle to obtain, but is also the most important. Current U.S. public opinion reflects ever-increasing distrust in elected officials, which is not the case in Israel. The Israeli government retains high levels of public trust, and therefore, government alerts and warnings are generally followed.[62] Arguably, the message convincing members of a community to engage in preparedness efforts must be received from a trusted messenger if such advice is to be followed. While individuals may not trust an elected official, physicians and faith-based leaders enjoy the benefit of public support in the United

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[60] Henri Tajfel, *Social Identity and Intergroup Relations* (Cambridge, UK: Cambridge University Press, 2010), 15–36.

[61] Jane Jacobs, *The Death and Life of Great American Cities* (New York: Random House, 1961).

[62] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*

States.[63] Whether used to deliver preparedness messaging or as positive examples to be emulated, partnering with trusted figures in community preparedness is indispensable, as even the most rational information has no impact if it is disregarded by the intended recipient. While trust is imperative for citizens to listen, believe, and respond to preparedness messaging, human emotions, such as fear and anger, as well as their tolerance for risk, can greatly influence actions and responses to these communications.

C.   EMOTIONS: RISK, FEAR, AND ANGER

Individuals' perception of risk and their willingness to accept any degree of risk is an important segment of behavior related to community preparedness. When other variables are controlled, people are generally risk averse in relation to achieving gains and are risk tolerant in relation to preventing loss. Otherwise stated, most individuals prefer a guaranteed gain and would not gamble for a higher gain, but will gamble for no loss rather than accepting a determined and smaller loss.[64] It is also noteworthy that individuals tend to assign a higher priority to immediate risks than to long-term risk. Therefore, messages and programs aimed at motivating individuals to prepare should utilize a framework similar to that of life insurance sales and marketing. This framework is built around leveraging behaviors to invest in reducing or eliminating loss. Without causing fear or dread, messages must communicate the threat could be imminent, will likely cause personal loss, and convince people to invest in preventing that loss.

Research has shown that fear can successfully be used to motivate individuals to take action, although public health practitioners have long asserted these tactics can ultimately backlash and have a negative effect. Currently, using fear as a motivator in public health campaigns has become an accepted practice as long as the campaign can demonstrate the individual has control to prevent the negative consequence from occurring.[65] The goal of this type messaging is to generate enough pressure toward action

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[63] Thomas A. Glass and Monica Schoch-Spana, "Bioterrorism and the People: How to Vaccinate a City Against Panic," *Clinical Infectious Diseases* 34, no. 2 (2002): 217–223.

[64] Larry G. Epstein and Stanley E. Zin, "Substitution, Risk Aversion, and the Temporal Behavior of Consumption and Asset Returns: A Theoretical Framework," *Econometrica* 5, no. 4 (1989): 937–969.

[65] Kim Witte and Mike Allen, "A Meta-Analysis of Fear Appeals: Implications for Effective Public Health Campaigns," *Health Education & Behavior* 27, no. 5 (2000): 591–615.

without inducing avoidance behavior, which can result if the danger is perceived to be overwhelming or unavoidable. A criticism of the color-coded terrorism threat warning system in the United States was linked to this principle. Specifically, critics argued the warning system was not descriptively precise on the type or location of the threat, which contributed to fear-based helplessness and a general avoidance or disregard of the message.[66]

While fear, when accompanied by a means to change behavior and avert a negative outcome, can promote positive change, anger can also drive action. Actions of retaliation can result from anger. This anger cannot only occur from a personal affront but can occur based on a perceived infraction to laws or moral code, and thus, explains how individuals can become angry over an event in which they were not personally mistreated.[67] This phenomenon was observed and documented in surveys of American attitudes toward retaliation response after the September 11 terrorist attacks. Persons expressing either fear or anger preferred a decisive militaristic retaliation, but persons expressing anger preferred a more aggressive response and held this position for a longer time period than persons expressing only fear.[68] For practical and ethical reasons, inciting anger is not a valid means to enhance citizen preparedness. However, utilizing messages inclusive of fear is an option if clear methods to avoid negative outcomes are readily available to all recipients.

The previous sections of this chapter have outlined methods to motivate groups and individuals, identified emotions and emotional states influencing behavior, and ways in which individuals coalesce to form communities. While research around community and individual preparedness is an emerging sector, work has begun to link behaviors to actions toward preparedness successfully, and ultimately, community resilience.

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[66] Bruce Michael Bongar et al., *Psychology of Terrorism* (New York: Oxford University Press, 2006), 360–361.

[67] Daniel P. Skarlicki and Robert Folger, "Broadening Our Understanding of Organizational Retaliatory Behavior" in *The Dark Side of Organizational Behavior*, ed. Griffin, Ricky W. and Anne O'Leary-Kelly (San Francisco, CA: Jossey-Bass, 2004), 373–402.

[68] Jim Breckenridge, "Psychology of Fear Management and Terrorism" (lecture, Center for Homeland Defense and Security, Naval Postgraduate School, January 6, 2014).

D. CONCLUSIONS

1. Frameworks for Success

Much has been written on the psychology of motivating change in the sector of individual and community preparedness. Campasano integrated the community readiness model and the precaution adoption process models to generate the Community/individual integrated model (CIIM).[69] CIIM, a multitheory model, utilizes a two-pronged approach of prompting change from the top down via community leaders, as well as the bottom up from motivated individuals. This comprehensive model encompasses psychological and social factors to assess receptivity and willingness to change behaviors in both the individual and the community. Integrating individuals and communities into preparedness models and programs is foundational for success. While U.S. programs incorporate "community" into efforts, programming remains targeted to individuals. This disparate approach reflects a measure of cognitive dissonance between stated intents and messaging that might be inhibiting U.S. efforts.

Understanding human behavior and truly incorporating the social and psychological benefits of involving an entire community form a strong framework reinforced by the bonds of a common society to allow each community to tailor and target messages and programs moving individuals to action and transforming U.S. communities toward a steady state of preparedness and resilience. Woodbury outlines five steps along this path: 1) awareness of a threat or hazard, 2) acceptance of that hazard as personal, credible, and important, 3) commitment to do something about this threat, 4) capability to act, and 5) reasonable and appropriate action.[70] These steps to resiliency are just as easily applied to a community as an individual, and could serve as baselines for measuring and expanding behavioral changes.

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[69] Campasano, "Community Preparedness Creating a Model for Change."

[70] Glen Woodbury, "Achieving Preparedness: Awareness to Action is a Five Step Process," (thought paper, Naval Postgraduate School, 2006), 3.

2. Summary

Preparedness efforts should employ means that utilize successful human behavioral motivation, recognize the importance of self and group identities, factor in individual risk tolerance, cautiously use fear to motivate behavior, harness trusted community advisors with sufficient social capital to deliver messages, and shift community mindsets away from government dependency to self-sufficiency and community responsibility through liberal paternalism. Israel demonstrates success in harnessing this vital force toward resilience, and whether by design, necessity, or serendipity, its successful program components capitalize on basic human behavioral motivators. Identifying key components and characteristics of these programs and then implementing them within existing U.S. operations could prove to be a tipping point for meaningful citizen engagement in national preparedness, response, and recovery efforts.

Understanding basic psychological factors that motivate individuals and groups to prepare must next be generalized across a population. Each person's psychological makeup is unique just as are the customs and beliefs of larger communities and nations. The following chapter examines, in broad terms, the cultures and histories of the United States and Israel to identify foundations, drivers, or impediments for community preparedness.

IV. HISTORY AND CULTURE: THREADS IN THE FABRIC OF COMMUNITY PREPAREDNESS

Since a nation's past contributes to the societal culture, and this culture determines the beliefs and behaviors of communities, a very brief overview of pertinent historical data of both the United States and Israel is presented. Segments of governmental systems, social contexts, and national threats of the respective countries contribute to a shared national persona. This persona undergirds community priorities and activities influencing citizen participation.

A. UNITED STATES

Although bound together by nationality and ideals, as a nation of immigrants, Americans are not homogeneous from either a cultural or a religious perspective. The system of government adopted by the United States is a federal democracy. The federal form of government retains certain powers and rights to states that has legal and policy homeland security implications. Interpretation and application of national policies, strategies, and programs, such as those pertaining to individual and community preparedness, can vary greatly by state and local jurisdictions. Woodward asserts that beyond state identities, the United States can be divided into 11 regions that hold onto distinguishable identities today, and these identities are represented in a county-by-county voting map of presidential elections.[71] While regional differences may impede the consistency of engaging citizens in preparedness, it also provides an opportunity to tailor programs to communities, as well as identify and replicate promising practices.

The scope of this writing does not include an exploration of the U.S. legal system; however, it is important to note that the United States is a highly litigious society.[72] Therefore, certain considerations must be incorporated into community preparedness planning scenarios due to this fact.

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[71] Colin Woodard, *American Nations: A History of the Eleven Rival Regional Cultures of North America* (London: Penguin Books, 2011).

[72] Marc Galanter, "The Day After the Litigation Explosion" *Md.L.Rev* 46 (1986): 3.

The U.S. national government system, a federal democracy, is built upon Judeo-Christian values exemplified in the words of the U.S. Declaration of Independence, "We hold these truths to be self-evident, that all men are created equal, that they are endowed by their Creator with certain unalienable rights, that among these are life, liberty and the pursuit of happiness."[73] While this statement is not tied to a particular religion, it is the basis for the American Dream, or the ethos that an individual can come to the United States for freedom, and achieve individual prosperity through dedication and work. As described in the following paragraphs, these beliefs seem in sharp contrast to expectations by many citizens for government assistance in times of disaster, as well as non-disaster.

One of the most unique qualities of the United States is that, with the exception of American Indians, most initial inhabitants were immigrants seeking expanded freedom and opportunities. The framers of the Constitution of this new nation captured the central tenant with the words, "We the people." These words describe the American self-concept, as well as the foundation upon which the nation is governed. This concept of freedom was ultimately expressed through the creation of an independent, self-governing nation whose majority of inhabitants continue to exhibit a strong sense of patriotism.[74] The notion of independence and a somewhat risk-driven attitude to seek better opportunities was harnessed as Americans fulfilled what some have asserted was the nation's Manifest Destiny, to settle the western section of the continent to create a large country in land mass, and later, in population. This spirit of independence and self-reliance dominated the national psyche until the Great Depression brought government social service expansion with the New Deal programs, which continued following World War II as government subsidies increased and public attitudes continued to slip away from self-reliance.[75] Post-World War II government social programs increased via

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[73] Library of Congress, American Memory, "Second Continental Congress, Declaration of Independence (1776)," Accessed March 3, 2014, http://memory.Loc.gov/cgi-bin/ampage.

[74] Leonie Huddy and Nadia Khatib, "American Patriotism, National Identity, and Political Involvement," *American Journal of Political Science* 51, no. 1 (2007): 63–77.

[75] Deakin, Finer, and Matthews, *Welfare and the State, Volume 2: The Zenith of Western Welfare State System*, 32–328.

further expansion occurring during the War on Poverty in the 1960s.[76] The current expectation of government solutions is reflected in survey responses in which the majority of U.S. citizens express a belief that government or emergency responders will rescue them in a disaster.[77]

Community preparedness—the act of maintaining a prepared and engaged citizenry—became a dormant concept in the United States after the waning of the Cold War; September 11 awakened the nation's leaders to the criticality of this homeland security component. Several subsequent large-scale natural disasters, including Hurricane Katrina, and Super Storm Sandy, further underscored this predilection for security and resilience, and the resulting ability to resist and rapidly bounce back from catastrophic events. National and nonprofit efforts to train and prepare the public for disasters have demonstrated minimal success. Since 2002, the U.S. government has taken steps toward educating, training, and engaging citizens to participate in anti-terrorism and disaster preparedness programs, but these efforts have yet to motivate the majority of Americans to participate effectively, and thus, demonstrate a need for improved or novel approaches to engage the citizenry.[78]

Looking back throughout the creation, expansion, military conflicts, terrorist events, and natural disasters experienced by the United States, the presence and influence of volunteerism has been a constant component. Volunteerism has a history that coincides with the birth of the United States. Colonists were dependent upon each other for survival, and boycotts of British tea were organized by local colonists to express their views in protest of unfair taxation. Benjamin Franklin organized an early volunteer fire department and western settlers joined together for farming, as well as cabin and barn raising events.[79] The Red Cross responded when a dam collapsed that caused a flood in

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[76] Deakin, Finer, and Matthews, *Welfare and the State, Volume 2: The Zenith of Western Welfare State System*, 32–328.

[77] Donahue, "Disaster Risk Perception, Preferences, and Preparedness Project," 3–12.

[78] FEMA Citizen Corps, *Personal Preparedness in America: Findings from the 2009 Citizen Corps National Survey August 2009 (Revised December 2009)*, 15.

[79] Tamara Warta, "The History of Volunteerism in America," accessed February 7, 2014, http://charity.lovetoknow.com/History_of_Volunteerism_in_America.

Johnstown, Pennsylvania, known the Great Flood of 1889, which resulted in the deaths of over 2,200 people. This event marked the first time in U.S. history in which a voluntary organization managed a large-scale response effort.[80] Contemporary food and shelter services for homeless individuals have their roots in soup kitchens created during the Great Depression.[81] Individuals and neighbors responded to the government's call during World War II, and planted local produce cooperatives called Victory Gardens to offset food shortages and rationing.

Most volunteer activities now occur with established organizations, such as the Red Cross or Salvation Army, as well as local faith- and community-based groups. These local groups include houses of worship and groups sponsored by larger state and local grant-making organizations, such as the United Way. Many of these groups are loosely affiliated with government and professional preparedness and response organizations. Unfortunately, the partnerships often lack consistency, sustainability plans, and clear definition of roles or scope of services.[82]

B.   ISRAEL

The State of Israel was formed in 1948, and has remained, despite numerous wars and terrorist attacks, an uninterrupted parliamentary democracy.[83] While the United States was primarily constructed by immigrants arriving to a new homeland, Israel was established when members of the Jewish Diaspora returned to their homeland. Therefore, the Jewish people consider the Land of Israel (Eretz Yisrael) their homeland and the place from which they derive their culture, faith, and history. The War of Independence, and the resulting State of Israel, is seen as a renewal of their independence instead of creation of a new country and the State of Israel represents a portion of Eretz Yisrael.[84]

[80] Clara Barton, *A Story of the Red Cross: Glimpses from the Field* (New York, NY: Appleton and Company, 1917), 119.

[81] Warta, "The History of Volunteerism in America."

[82] Sydney Hoffman, *Action Research with State, Federal, Local, and Voluntary Agencies Involved with Community Preparedness*, 2005–2014.

[83] Morag, *Comparative Homeland Security: Global Lessons*, 16.

[84] State of Israel, "Israel Ministry of Foreign Affairs," accessed February 14, 2014, http://mfa.gov.il/MFA/AboutIsrael/History/Pages/Facts%20about%20Israel-%20History.aspx.

Israel can be described in terms of the Jewish nation and the Jewish state. The Jewish nation refers to the nationality of a people sharing a common culture, religion, and other social constructs. The State of Israel refers to the geographic boundaries and sovereign government instituted upon its establishment on May 14, 1948.[85] One element of defining the Israeli persona is merging the Jewish nation into the Jewish state, which involves factoring in thousands of years of cultures and traditions, and blending this element with a brief period of statehood, which occurred only slightly more than 60 years ago. The outcome of the merging of state and nation reflects the inhabitants of Israel, 20 percent of whom are Arab, who are governed by a modern Western form of democracy via a national structure.

Elements from this history are seen in the necessity of the strong military defense but also via social constructs, such as the continued revival and use of the Hebrew language, which was not widely used when the state was created.[86] On the day the State of Israel was created, David Ben Gurion stated, "The entire people is the army, the entire land is the front," foreshadowing the vital role of citizens in Israel's defense forces and later as community participants in preparedness. Citizens have always had a vital role in the nation's security whether through military service, volunteering with groups aligned to first responders, or participating as prepared civilians. Since the country is a national democracy, the functions of the state are streamlined, which results in a simplified method of pairing civilians with professionals in these preparedness efforts.

Since 1948, multiple waves of immigration of Jewish persons to Israel have occurred, which caused the population to swell from around 800,000 to almost 8 million currently. However, instead of immigrants from other nations influencing the state, the immigrants are more often assimilated into Israeli society via the "melting pot."[87] As the

[85] Rozdilsky, "Emergency Management in Israel: Context and Characteristics," in *Comparative Emergency Management: Understanding Disaster Policies, Organizations, and Initiatives from Around the World.*

[86] Jack Fellman, "Concerning the 'Revival' of the Hebrew Language," Anthropological Linguistics 15, no. 5 (1973): 250–257.

[87] Ephraim Yuchtman-Yaar, "Continuity and Change in Israeli Society: The Test of the Melting Pot," *Israel Studies* 10, no. 2 (2005): 91–128.

nation is relatively young, small, and geographically near hostile parties, a part of Israeli life is centered on safety.

The first civil defense units, HAGA (the Hebrew acronym for civil defense), were established in 1951. In addition to HAGA, HAGMAR (a Hebrew acronym for regional defense) functioned as a quasi-military force to protect border and agricultural areas. The primary role of the HAGA was to protect the public by limiting the effects of an attack, and thereby, save lives.[88] In addition to a military adjustment to threats, Israel adapts the roles of civilians as well, for example, increasing sheltering capabilities after the 1967 Six Day War, and strengthening the HAGMAR following the Yom Kippur War of 1973, in an effort to prevent invasion of its home soil. A rapid adaptation by the government and civilian population of Israel increased numbers and capacity of shelters following the Six-Day War, which allowed greater numbers of citizens to reach safety during bombings.[89]

In 1992, following the first Gulf War, the HAGMAR's three Home Front commands were restructured into a single Home Front Command. This response allows civilians to focus on improved coordination between civilian groups and emergency organizations. The Home Front Command is responsible for the security of the home front and functions as a command liaison between the public, military, and emergency response organizations.[90]

Two distinct periods of heightened terrorist activity in Israel occurred during the Second Intifada (2000–2005), and more recently from 2005–present. Israel's stance is that while every citizen cannot be free from war and terrorism, the cost of Israeli blood will be set too high for enemies to pay.[91] This situation is achieved not only by military strength and strategy, but also by unparalleled citizen engagement in preparedness, response, and recovery architecture. It is important to note that while Israel maintains an

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[88] Israel Home Front Command, "The Home Front Command," accessed on January 15, 2014, http://www.oref.org.il/1045-en/Pakar.aspx.

[89] Daniel Byman, "Do Targeted Killings Work?" *Foreign Affairs*, 2006, 95–111.

[90] Israel Home Front Command, "The Home Front Command."

[91] Byman, "Do Targeted Killings Work?," 95–111.

offensive protective stance primarily through its military, it prolifically implements defensive actions via local municipalities and its citizens, such as physical barriers, checkpoints, and citizen preparedness, to minimize and blunt the effects of terrorism.[92]

The Second Intifada, which is also known as Al-Aqsa Intifada, after the site of the mosque at which Palestinian riots broke out after Ariel Sharon's visit, caused the largest and most dramatic spike in Israeli deaths from terrorism since the country's creation. Deaths due to terrorism increased from approximately 10 deaths in 2000 to almost 450 deaths in 2003, a dramatic number in a country with a population of 7 million.[93] During this period, sniper fire, kidnappings, and suicide bombings took a marked toll in both human life and emotional well-being of Israelis. The period from 2005 to 2009 saw a dramatic increase in rocket and mortar fire into populated regions of the country. The lull in 2009 was interrupted following the Arab Spring of 2010; anti-Israeli sentiments are heightened during most periods of unrest in the region.[94] Both these periods were ended by the decisive use of military force including targeted killings of enemy leaders. Although targeting killings are an effective military tactic, the repercussions may include increased acts of terrorism against Israelis, which underscores the need for an aware and active public. This period prompted the nation's refinement of its emergency response operations that enhanced an already impressive volunteer civilian force, once again demonstrating the country's adaptive nature to threats.[95]

As might be expected from a citizenry that has faced these struggles, Israel has some of the most engaged citizens. The demands of building a new nation drove citizens to support each other in emerging neighborhoods or through a kibbutz. This tradition of youth living and working communally was initiated primarily by Eastern European Jews

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[92] Arie Perliger, Ami Pedahzur, and Yair Zalmanovitch, "The Defensive Dimension of the Battle Against Terrorism–an Analysis of Management of Terror Incidents in Jerusalem," *Journal of Contingencies and Crisis Management* 13, no. 2 (2005): 79–91.

[93] Assaf Moghadam, "Palestinian Suicide Terrorism in the Second Intifada: Motivations and Organizational Aspects," *Studies in Conflict and Terrorism* 26, no. 2 (2003): 65–92.

[94] Ibid.

[95] Robert J. Brym and Bader Araj, "Suicide Bombing as Strategy and Interaction: The Case of the Second Intifada," *Social Forces* 84, no. 4 (2006): 1969–1986.

as a pioneering method to settle unpopulated areas of Israel and continues today.[96] Although Israeli volunteerism is strong in traditional charitable avenues, such as hospitals, schools, and centers of worship, hundreds of thousands of volunteers are engaged in citizen preparedness. Although these efforts are discussed at length in subsequent chapters, examples of professional law enforcement and medical response organizations with thriving volunteer components are Magen David Adom, Civil Guard, and ZAKA.[97] The fact that the use of volunteers is prioritized in this manner dovetails neatly into the nation's culture and recent history.

C.   CONCLUSIONS

Although the history of a people and the fabric of a society cannot exclusively determine or drive the level of citizen preparedness, it is useful to provide a backdrop against which individuals participate and function. Americans historically have had a strong sense of self-reliance, of community and willingness to serve others, but a persistent belief that government solutions will provide needed assistance. This mindset may be an impediment to community preparedness if allowed to persist. While federalism presents certain challenges to national preparedness efforts, this system of government also may provide the opportunity for unique preparedness programs based upon the identity of differing states and communities.

Israelis have strong ties to heritage and are committed to historic traditions and preservation of their culture. Even though the Jewish Diaspora was dispersed into many countries, their language, religion, and cultural practices survived. In addition, a palpable commitment to prioritize resources for safety and security appears to exist, all the while advancing a strong and prosperous nation.

Both nations share a strong sense of national patriotism, as well as a commitment to security. Perhaps the most common thread woven into both nations is an intangible, unspoken ethos of fortitude and strength of national purpose or destiny, which has been and continues to be fulfilled through exploration, advancement, and strength. Within this

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[96] State of Israel, "Israel Ministry of Foreign Affairs."

[97] Morag, *Comparative Homeland Security: Global Lessons*, 151, 291–293.

framework falls community preparedness; both countries have well developed government and volunteer programs available to serve in the area of community preparedness. The following chapter examines the primary agencies and organizations, both public and volunteer, in the United States that together comprise community preparedness efforts.

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V. UNITED STATES: A FEDERAL COMMUNITY PREPAREDNESS STRUCTURE

Within the United States, community resilience is enhanced via multiple government, private, and nonprofit programs targeting individual and community preparedness. These activities partner the sponsoring organization with citizens to prevent, prepare, respond, recover, and mitigate threats, and thus, contribute to community resilience. While the private sector plays a large role in national preparedness, community engagement is primarily implemented via public and nonprofit organizations. As previously noted, government and nonprofit programs are the focus of this research and are presented in this chapter.

A. FEDERAL AGENCIES

Within the federal government, several agencies have departments that contribute to community outreach, education, engagement and preparedness. The Department of Education has the opportunity to educate and train American youth; however, no national curriculum exists for school-based citizen preparedness education and the existing programs vary widely.[98] However, youth preparedness education programs have been shown to be effective. When children bring home preparedness literature from schools, families were 75 percent more likely to have a household plan and twice as likely to have practiced at home safety drills.[99]

The Department of Health and Human Services has many avenues to reach and train the public, such as state public health offices and primary care physicians. Efforts at federal, state, and local levels to integrate organizations with common missions and shared practices currently exists; however, further examination of the public health sector is beyond the scope of this work. Additionally, law enforcement and fire services are

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[98] J. S. Murray, "Disaster Care: Public Health Emergencies and Children," *The American Journal of Nursing* 109, no. 12 (2009): 28–31.

[99] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action*, 33.

organized at the federal level, but their services are applied at the state and local level, and therefore, are examined later within that format.

The U.S. military, particularly the National Guard and Reserve Program, serves an important role in disaster response but has no substantive role in citizen or community preparedness. However, military service, which is voluntary in the United States, instills a civic-minded social identity and strong sense of patriotism that may be intangible contributors to strong communities.[100] The two federal agencies that directly drive community preparedness and citizen engagement in the arena of disasters are FEMA and the Corporation for National and Community Service (CNCS), respectively.

1. FEMA

Since national preparedness is a function of FEMA, the agency also is the lead for community preparedness in the United States. Following the September 11 terrorist attacks, the responsibility for citizen preparedness was dispersed among various offices within the U.S. Department of Homeland Security, of which FEMA is a component. The Post-Katrina Emergency Reform Act of 2006 and Presidential Policy Directive 8 (PPD-8) clearly place FEMA at the helm of coordinating efforts for any type of hazardous event.[101] PPD-8 is the basis of FEMA's mission statement, "To support our citizens and first responders to ensure that as a nation we work together to build, sustain and improve our capability to prepare for, protect against, respond to, recover from and mitigate all hazards."[102]

A very compelling case for the criticality of further expanding and enhancing citizen preparedness has been made by FEMA. As part of an ongoing effort to construct enduring foresight capabilities, the Strategic Foresight Initiatives group noted, "Inevitably, in this kind of environment, individuals, families, neighborhoods,

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[100] Volker C. Franke, "Duty, Honor, Country: The Social Identity of West Point Cadets," *Armed Forces & Society* 26, no. 2 (2000): 175–202.

[101] Jared T. Brown, *Presidential Policy Directive 8 and the National Preparedness System: Background and Issues for Congress*, CRS Report R42073 (Washington, DC: Library of Congress, Congressional Research Service, October 21, 2011).

[102] FEMA, *FEMA Strategic Plan Fiscal Years 2011–2014* (Washington, DC: Federal Emergency Management Agency, 2011), 1.

communities, and the private sector will likely play an increasingly active role in meeting emergency management needs. The public's ability and desire to self-organize will grow, as the role of the individual, access to information, and technology all evolve."[103]

After the September 11 terrorist attacks, initial attempts to promote community preparedness in the United States included the Citizen Corps Program and the Ready Campaign. Citizen Corps, a family of preparedness programs that partners with multilevel stakeholders, granted over $120 million to state and local governments from 2002–2011. However, these grants represented only 0.6–1.3% of the overall Preparedness Grant budget during this time.[104] Citizen Corps, an all hazards individual and community preparedness program, promotes engagement through personal preparedness, training, and volunteer opportunities. Although Citizen Corps has active councils within every state, the councils are a loose structure of government, and affiliated public and private sector groups that lack clear benchmarks and funding.[105] The councils are, however, a local coordinating body and can provide an excellent framework and infrastructure upon which meaningful community engagement could be implemented.

The Ready Campaign (Ready.gov) offers emergency preparedness guidance on a multitude of disaster and emergency situations via the Internet and public service announcements. It has been criticized for being too broad, poorly formatted, inaccurate, and at times alarmist, in the information posted and maintained on the site.[106] Both the Citizen Corps Program and the Ready Campaign have commissioned research evaluating preparedness levels of U.S. citizens. While data indicate increasing levels of civilian engagement, the majority of the population is not prepared for a major event nor is the engagement data linked to any specific programmatic activities.[107] A visit to websites

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[103] FEMA, *Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty* (Washington, DC: Federal Emergency Management Agency, 2013), 9.

[104] FEMA, "Homeland Security Grant Programs," accessed October 1, 2013, http://www.fema.gov/fy-2013-homeland-security-grant-program-hsgp-0#ccp.

[105] "Ready Campaign-Citizen Corps."

[106] Erik Brattberg, "Coordinating for Contingencies: Taking Stock of Post-9/11 Homeland Security Reforms," *Journal of Contingencies and Crisis Management* 20, no. 2 (2012): 77–89.

[107] FEMA Citizen Corps, *Personal Preparedness in America: Findings from the 2009 Citizen Corps National Survey August 2009 (Revised December 2009)*, 13–18.

attempting to pass on the preparedness information may quickly overwhelm information seekers with lengthy details and little clarity on the steps necessary to "be prepared."

FEMA Administrator Craig Fugate has stated, "We need to move away from the mindset that Federal and State government are always in the lead, and build upon the strengths of our local communities, and more importantly our citizens. We must treat individuals and communities as key assets rather than liabilities."[108] While critical funding for community preparedness has not been made a reality, FEMA is taking steps toward guiding local and state government to community preparedness through messaging and outreach. These steps include a new research-based guide to local jurisdictions entitled "Preparedness in America," and a series of high visibility public awareness outreach and awareness events in 2014, "America's PrepareAthon!"[109]

2. CNCS

CNCS is a federal agency with the mission, "To improve lives, strengthen communities, and foster civic engagement through service and volunteering." Multiple programs within the agency engage over 5 million individuals annually in volunteer service.[110] Service program participants are persons who commit to a year or more of service and are primarily engaged in disaster programs via Volunteers in Service to America (VISTA) or AmeriCorps. VISTA is essentially a domestic version of the Peace Corps while AmeriCorps is a family of programs. Participants of both programs receive a small living allowance, as well as a $5,400 per year in an education award, at the conclusion of their service. AmeriCorps members function as a team in both residential and non-residential programs. In 2012, FEMA and CNCS partnered to create a new program. FEMA Corps is exclusively focused on disaster preparedness, response, and recovery. FEMA Corps is composed of approximately 1,000 members, who are 18–24 years of age, and have committed to a year of national service within the sphere of emergency management. This program partners with state and regional FEMA entities

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[108] FEMA, *FEMA Strategic Plan Fiscal Years 2011–2014*, 10.

[109] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action*, 4.

[110] "National Service," accessed September 2013, http://www.nationalservice.gov.

not only in their primary mission of disaster response, but also to perform preparedness outreach, training, and exercises for high school students via a the FEMA Connect program (soon to be renamed).[111]

Traditional AmeriCorps members' role in disaster management is to perform work with voluntary agencies during disasters; while these members may have a general understanding of disaster preparedness and response work, their training is aptly termed as disaster orientation. FEMA Corps members receive extensive disaster specific training and are designed to support emergency management work in all phases of disasters, although the primary focus of their service is disaster response. The existence of both programs provides for a broad spectrum and continuity of response based on skills and training.

CNCS relies on program members to leverage and expand volunteer services in all areas, not just disaster services, across the nation. One method utilized to promote and recognize volunteerism and service is the President's Volunteer Service Award initiative. These awards are bestowed on eligible citizens at varying recognition levels based upon the number of hours served. The maximum award is the President's Call to Service Award given in recognition of 4,000 hours of volunteer service over a lifetime.

Expansion of national service in the United States is underway. The Franklin Project, launched by the Aspen Institute in the summer of 2013, proposed a national service initiative. The project's Leadership Council is chaired by retired General Stanley McChrystal with a stated goal to create "one million new opportunities for large-scale civilian national service." Initially, mandatory service was considered part of the proposal, but was revised to propose voluntary service when national polling indicated that 80 percent of Americans support voluntary service, and 71 percent of Americans oppose mandatory national service.[112]

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[111] Hoffman, *Action Research with State, Federal, Local, and Voluntary Agencies Involved with Community Preparedness.*

[112] Doug Bandow, "A 'National Service' Revival Will Serve the State, Not the People," *Forbes*, July 1, 2013, http://www.forbes.com/sites/dougbandow/2013/07/01/a-national-service-revival-will-serve-the-state-not-the-people/.

B. STATE AND LOCAL JURISDICTIONS

State and local jurisdictions not only implement federal preparedness programs, they must do so according to state and local laws, in addition to federal laws and guidance. Differences in state and local laws, combined with variances in population, economic factors, type of threats, and governmental priorities, result in a wide variety of approaches to implementation of community preparedness programs. Citizen preparedness at the state and local level is often a shared function of emergency management, community outreach programs operated through fire services, and law enforcement, as well as voluntary community organizations.[113]

All U.S. states have offices of emergency management that serve as the coordinating organization in the event of a disaster or large-scale emergency, and many of these agencies coordinate the stakeholders for citizen preparedness efforts as well.[114] Local and state police, the sheriff's department, or a combination thereof, may provide law enforcement in specific U.S. states and jurisdictions. Fire and emergency medical services vary from robust, well-equipped departments to a strictly voluntary service supplier.[115] Just as professional response organizations and government structures vary between states and local jurisdictions, preparedness programs and partners within these groups will also vary. Additionally, states and local jurisdictions in the United States display a "home-rule" culture where government and nonprofit entities defer to leadership at the most local level for decision making during a disaster.[116]

While a benefit of the existence of these conditions are threat-specific or hazard-based planning and response, the reliance upon local decision-making produces a major weakness in a large-scale event, such as those displayed during the 2004 Florida hurricane season and Hurricane Katrina. Segments of these responses were slow, disjointed, and ineffective; citizen preparedness efforts prior to the events were not

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[113] "Ready Campaign-Citizen Corps."

[114] Waugh, "Terrorism, Homeland Security and the National Emergency Management Network," 373–385.

[115] National Fire Protection Association, "Reports and Statistics."

[116] Jeanne-Marie Col, "Managing Disasters: The Role of Local Government," *Public Administration Review* 67, no. s1 (2007): 114–124.

adequate, and the result of these and other contributing factors was human and economic loss.[117]

As previously presented, the United States is active at the federal level in an effort to address preparedness at the community level. PPD-8 and the resulting actions are incremental steps to address federal, state, and local coordination with a "bottom-up-top-down" strategy.[118] To achieve this, the Committee on Increasing National Resilience to Hazards and Disasters recommends establishing scorecards or benchmarking local resilience and notes, "Federal, state and local governments should support the creation and maintenance of broad-based community resilience coalitions at local and regional levels."[119] While the government's recommended role is establishing and ensuring sustainability of these bodies; the stakeholders who have historically been the "boots on the ground" for these endeavors are volunteers.

C.   VOLUNTEERS AND VOLUNTARY AGENCIES

Volunteers have a vital role in community preparedness.[120] National Voluntary Organizations Active in Disaster is a facilitation forum for over 111 nonprofit groups providing vital disaster assistance services in the United States[121] These national nonprofit programs, such as the American Red Cross, Salvation Army, and Lutheran Disaster Response, provide disaster preparedness information, training, and opportunities for community volunteers in mass care situations. Many volunteer trainings are free but some require a fee, and often, volunteers must be affiliated and trained with the organization prior to a disaster to provide disaster relief. Organization of these nonprofit groups occurs nationally, regionally, and locally, although not in a streamlined or consistent manner across organizations. For example, the Red Cross is a national

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[117] William L. Waugh, "The Political Costs of Failure in the Katrina and Rita Disasters," *The Annals of the American Academy of Political and Social Science* 604, no. 1 (2006): 10–25.

[118] Cutter et al., "Disaster Resilience: A National Imperative," 25–29.

[119] Ibid.

[120] FEMA, *Preparedness in America: Research Insights to Increase Individual, Organizational, and Community Action*, 1.

[121] "National Organizations Active in Disasters (NVOAD)," accessed January 15, 2014, http://www.nvoad.org.

organization, but is managed by chapters, while the Salvation Army is a national organization, but is managed regionally.[122] The internal communication strategies between the levels of these groups vary as does the networking and communications between voluntary groups. Additionally, many volunteer groups offer similar services, but the type and extent of service from a single organization may vary by region, state, or chapter. Gaining visibility on services and service providers is complex from a national standpoint; however, local jurisdictions may possess all the components necessary to catalogue this matter at a community level and a few communities have demonstrated success in this area.[123]

Many local faith- and community-based organizations provide disaster education, training, and response opportunities. Congregations of houses of worship from all faiths usually have a disaster component to their community services. No distinct organizational structure by which these groups can be harnessed exists, but they are an asset since their high value lies not only in their expertise, but also with the social capital, they wield within their respective communities.[124]

FEMA recognizes both the current and future necessity of volunteers for preparedness and resilience as evidenced by a recommendation in a strategic planning document, which notes government must,

> Leverage volunteer capabilities across all emergency management phases. This need is about creatively incorporating volunteers into our operating models—and dealing with the non-trivial risks involved, particularly in supervision, training, and liability. Technology may come to play an important role in volunteer organization and training.
>
> Why this need? Emergency management resources, specially personnel, are apt to be stretched in future operating environments marked by tight budgets and/or more frequent national emergencies. In some cases, skill gaps may become more pronounced, and alternative staffing models will become important. How might we further incorporate volunteers into our operating models? What limitations must we understand to mitigate undue risk exposure? Further, even though it is already used to mobilize

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[122] "National Organizations Active in Disasters (NVOAD)."

[123] "Ready Campaign-Citizen Corps."

[124] Woolcock, "Social Capital in Theory and Practice: Where Do We Stand," 18–39.

communities, how can we better use technology to inform and organize volunteers?[125]

D. DISCONNECTS, INCONSISTENCIES, AND DISPARITIES AT THE COMMUNITY LEVEL

One of the most apparent disconnects between stated government priorities and action pertinent to community preparedness is the lack of continuing emphasis of education, training, and exercises in the public school system. Long-term strategic planning documents point to the necessity of preparedness components within the education system as vital to building a prepared and civically responsible society, and note that government should, " Infuse emergency management principles and life skills across the entire educational experience to empower individuals to assume more responsibility. This means continuing to build emergency management awareness, from K through 12, with community-tailored curricula shaped by the local environment. It is about communicating the importance of partnering with individuals and community organizations to build self-reliance and individual initiative."[126]

Additionally, interactions between federal, state, and local jurisdictional community preparedness efforts are complex and often lack clear lines of authority and communication. Citizen preparedness funding levels have consistently decreased from the federal government, and the home rule concept prevents any consistent funding application or programmatic design. Offices of emergency management serve as coordinating bodies for preparedness activities while law enforcement, fire, and emergency medical often have volunteer groups affiliated with their organizations. Without benchmarking between local entities, no way exists to measure preparedness levels, incentivize local engagement of citizens, or to encourage innovation or excellence in this arena.

The United States has a plethora of public and non-profit providers of education, training, exercises, and disaster response programs. Many current government and

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[125] FEMA Strategic Foresight Initiative, *Technological Development and Dependency: Long-Term Trends and Drivers and their Implications for Emergency Management* (Washington, DC: Federal Emergency Management Agency, 2011).

[126] Ibid.

nonprofit programs purport the same mission, but are, nevertheless, disparate and disconnected.[127] This situation can create unnecessary redundancy in mission but also leave gaps in public opportunities for education and training pertaining to all hazards. The duplication in preparedness education content, messaging, and organizational focus areas wastes scarce financial resources and has not rendered the public significantly better informed or prepared since 2002. While the ultimate goal of each group is a safe and secure citizenry, the lack of clear direction has failed to orchestrate a unity of purpose. Rather, all actors are much like a group of individuals in a boat with a shared goal of paddling to shore, but unfortunately, are paddling asynchronously in multiple directions.

The following chapter examines Israel's approach to community preparedness. Specific attention is given to the interface and integration of voluntary organizations with government and professional responders.

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[127] Hoffman, *Action Research with State, Federal, Local, and Voluntary Agencies Involved with Community Preparedness*.

VI. ISRAEL: A NATIONAL COMMUNITY PREPAREDNESS STRUCTURE

Since Israel views its citizens as not only inhabitants of its homeland but also as integrated units of the whole nation, citizen preparedness is almost a way of life for its civilians. This chapter examines the component pieces of Israeli community preparedness for the purpose of identifying and capturing practices and programs applicable to the United States for enhanced community preparedness. Government and professional interaction with civilians and volunteers is of particular focus.

A. EDUCATION AND MILITARY SERVICE

Large areas under public domain in Israel, which contribute greatly to citizen engagement leading to community preparedness, are the education system and military service. These two sectors, fulfilling the monumental roles of education and security of the nation, can be an insight into the level of trust Israelis afford their government. Data consistently show that the population places a high level of trust in the government.[128] While an important factor for preparedness education in schools, it also carries over into the general public's attitudes and responses to warnings, alerts, and trainings on all preparedness fronts.

The education curriculum in primary schools includes preparedness training, as does the secondary school curriculum. Unlike other countries that avoid addressing potentially fear-producing topics within the school systems, Israelis begin anti-terrorism discussions and training in kindergarten. Ironically, the philosophy behind education beginning at a young age is rooted in countering fear. A primary tactic of terrorism is the psychological warfare of promoting fear within the population.[129] Political change is the goal of terrorism and public fear is a means to that end. Public fear can generate internal and external political pressure against Israeli policies, but the belief that it is possible to

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[128] Conroy, "What Is Going to Move the Needle on Citizen Preparedness?: Can America Create a Culture of Preparedness?"

[129] Merrill A. McPeak, "Israel: Borders and Security," *Foreign Affairs* 54, no. 3 (1976): 426–443.

have some control in a situation decreases fear.[130] Knowledge and training shifts the perception of the locus of control from terrorist to civilians, and therefore, community engagement preparedness can relieve psychological stressors and the resulting political pressures to generate reactive policy decisions. With this understanding, Israel has elected to educate and train its youngest citizens with the goal of countering fear in the present by internalizing this knowledge early and building a legacy of prepared citizens for the future.

Other state organizations partner with the Ministry of Education (MOE) to develop and implement these activities. The Israeli Defense Forces (IDF), through the efforts of the Home Front Command (HFC), provide a great deal of printed and online materials and trainings.[131] The Israel Police and their voluntary forces within the Civil Guard are also active participants in school trainings.

Preparedness training and exercises are components continued as mandatory training and service within the preparedness sector, and culminates in mandatory military service for most Jewish 18 year olds.[132] Exception to this mandatory military service is made for ultra-orthodox men and women, and modern orthodox women eligible for exemption. Additionally, Israeli Arabs are not drafted. An option for voluntary National Youth Service, Sherut Leumi,[133] is available for those exempted by the military. While conscription and reservist guidelines for the military service may have changed, serving in the IDF is still considered by most to be a right of passage into Israeli citizenship.[134] This concept and the discipline gained from such service contribute to a prepared society. The primary branch of the IDF contributing toward community preparedness is the Home Front Command.

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[130] Bongar et al., *Psychology of Terrorism*, 4.

[131] Bott et al., *Public Role and Engagement in Counterterrorism Efforts: Implications of Israeli Practices for the U.S.*, 105–130.

[132] Conroy, "What Is Going to Move the Needle on Citizen Preparedness?: Can America Create a Culture of Preparedness?"

[133] Maggie Bar-Tura and Nicole Fleischer, "Civic Service in Israel," *Nonprofit and Voluntary Sector Quarterly* 33, no. 4 suppl (2004): 51S–63S.

[134] Stuart A. Cohen, "The Israel Defense Forces (IDF): From a "People's Army" to a "Professional Military"—Causes and Implications," *Armed Forces & Society* 21, no. 2 (1995): 237–254.

B. HOMEFRONT COMMAND AND THE COMMUNITY

The IDF is comprised of four Commands: Northern, Southern, Central, and Home Front. The IDF heavily relies upon the HFC for preparedness and response to any type of threat and civilians are a valued segment of the force structure. While the HCF is an actual component of the military, it interfaces with voluntary organizations, civilians, and professional responders to organize an integrated response to an event. Two reasons for creating the HFC were to improve coordination of government, first responders, and the military during an event, as well as provide equipment and supplies to citizens for preparedness and response.[135] During wartime, the HCF has command and control, but during peacetime, it is in charge of national preparedness and response, and partners with the national police for readiness and emergency response. The HCF was created in 1992 to replace the Civil Guard in an effort to better address the threats posed by the Iraqi "Scud" attacks of 1991. The HCF allows for greater civilian coordination, education, training, and exercising of civilians. It is also responsible for planning and deploying warning systems, may be given command and control over other response organizations during an emergency, and works with the Ministry of Health to coordinate all the primary stakeholders for preparedness.[136]

The HFC via partnership with schools, police, fire, and voluntary organizations leads community preparedness in Israel. Beyond education and training, the HFC distributes emergency kits, gas masks, antidotes to poisonous gas, assists in logistics, evacuations and sheltering, and provides information and guides, such as directions for building safe rooms in the home. While kits and equipment are important, education and training are considered vital to all citizens. In 2009, the Israel held its first national exercise, Turning Point 3, which included all government agencies, emergency personnel, and civilians. This worst-case scenario drill included rocket fire, terror attacks, uprisings, and civilian (self) evacuations, and sheltering, was attended by observers from over 70

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[135] Morag, *Comparative Homeland Security: Global Lessons*, 213–215.

[136] Ibid., 213–215, 293, 303.

countries.[137] The annual Turning Point drills have continued with citizen engagement remaining a central component.

The HCF actions are vital, as a trained and alert citizenry can prevent or disrupt acts of terrorism. Recognition by citizens of impending attacks or imminent natural disaster accompanied with training on how to intervene not only reduces casualties but also decreases fear and panic—two of terrorists' most powerful weapons. Due to threats of terrorism from hostile neighboring territories and rogue operatives, Israel's community preparedness efforts are well versed in counter-terrorism. Bystander intervention during the suicide bombings from 2000–2003 reduced casualties in numbers both statistically and practically significant.[138] In 103 attacks during this period, bystanders intervened in 30, which resulted in their own injury or death, but saved the lives of many others. In a documented example that occurred in 2003, an Israeli shopkeeper confronted a young man in his shop carrying explosives and was subsequently killed. Police stated, "We have no doubt he paid with his own life to save others." The attacker was headed to a bus stop.[139]

C.   LAW ENFORCEMENT AND THE CIVIL GUARD

The Ministry of Public Security supervises the Israel National Police (INP) and the Israel Fire and Rescue Services. The INP contains a volunteer unit, the Civil Guard, which was formed in 1974 following multiple terrorist attacks and is the nation's largest voluntary organization.[140]

Over 70,000 citizens participate in the nation's Civil Guard, an organization that supports multidisciplinary agencies, and is the de facto community branch of the Israeli police.[141] Volunteers are trained in crime-control, first aid, police procedure, and the use

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[137] Hana Levi Julian, "Turning Point 3: Nation Practices Bomb Shelter Drill," *Arutz Sheva*, accessed February 22, 2014, http://www.israelnationalnews.com/News/News.aspx/131664#.UxUFjPRdVxg.

[138] Mark Harrison, "Bombers and Bystanders in Suicide Attacks in Israel, 2000 to 2003," *Studies in Conflict & Terrorism* 29, no. 2 (2006): 187–206.

[139] Ibid.

[140] David Weisburd, Tal Jonathan and Simon Perry, "The Israeli Model for Policing Terrorism Goals, Strategies, and Open Questions," *Criminal Justice and Behavior* 36, no. 12 (2009): 1259–1278.

[141] Morag, *Comparative Homeland Security: Global Lessons*, 151.

of firearms. Their supportive activities include unarmed neighborhood patrols, armed patrols, traffic control, public transport guard, tourism site patrol, maritime patrol, special event patrol, bomb disposal assistance, intelligence sector assistance, and response duty, which include arrest authority. Like other volunteer groups, members of the Civil Guard may operate with other volunteers or in tandem with professionals.

While the Civil Guard is a grassroots volunteer effort, the successful efforts of the group have contributed to increased use of members and authorities. In 1977, Civil Guard members were active in Operation Gate, a complicated security plan for the historic visit of Egyptian President Anwar Sadat. By 1982, uniformed Civil Guard members began operating in regular police activities, and in 1989, the Knesset passed legislation authorizing, "Israel Police may enlist the assistance of the Civil Guard in police activities related to the protection of the lives and property of citizens."[142] Having community members who understand the nuances of their own neighborhood means effective patrolling of the area. Moreover, the Civil Guard has two major preparedness benefits: the volunteer can immediately respond and assist in an emergency, and this action frees up professional responders for high-level duties.[143]

D. EMERGENCY MEDICAL RESPONSE, MAGEN DAVID ADOM, AND HATZALAH

The major emergency medical service, Magen David Adom (MDA), engages volunteers to support its efforts, as do Israeli hospitals. MDA has 123 medical stations and 11 dispatch stations from which to coordinate its response. The force structure of MDA is roughly one staff person for every five volunteers, with volunteer roles in MDA mirroring those of full-time personnel.[144] These well-trained volunteers are completely embedded members of the emergency response team.[145] In addition to training

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[142] "Civil Guard Celebrates 35 Years," accessed February 15, 2014, http://www.mops.gov.il/English/PolicingENG/Police/Pages/CivilGuard35.aspx.

[143] Badi Hasisi, Geoffrey P. Alpert, and Dan Flynn, "The Impacts of Policing Terrorism on Society: Lessons from Israel and the U.S.," in *To Protect and to Serve*, ed. David Weisburd et al. (New York: Springer, 2011), 177–202.

[144] Ibid.

[145] "Magen David Adom Volunteer Program," accessed February 5, 2013, http://www.mdais.com/Volunteers.

paramedics, EMTs, and over 10,000 MDA volunteers, the organization trains over 50,000 Israeli citizens in a range of basic to advanced first aid skills.[146] Volunteers commit to a minimum of two years of service, receive at least 60 hour of training before becoming field ready, receive ongoing training, and must serve at least 16 hours per month. MDA not only effectively utilizes pre-trained volunteers, but also enlists the assistance of bystanders as part of its intensive triage and "scoop and run" response tactic.[147] This practice defends against a potential second wave attack, frees up professionals to attend to the most critically injured, and triages arrivals to the hospital to prevent overwhelming the facility. During a large event, the first ambulance serves as the command post for the incident, and reports to the Ministry of Health or Home Front Command as per protocols, with subsequent arriving EMS personnel treating victims.[148]

MDA is also known as the "Jewish Red Cross" since it handles management of blood supplies for the IDF, supplies almost 95 percent of blood products for Israeli hospitals, and maintains stockpiles for mass casualty incidents. The organization also has the capability to deploy temporary shelters for equipment and personnel when needed.[149]

While MDA is well equipped and staffed, a fee for services rendered is required, which may be reimbursed by an individual's medical insurance. Another voluntary response group, United Hatzalah of Israel, provides free emergency response services. Hatzalah is a cross-cultural organization with a goal of achieving 3,000 volunteers to respond to an event and fill in the gaps between the emergency and MDA ambulance response, which may be up to 10 minutes in rural areas. Members of the group are trained and certified EMTs, paramedics, or doctors who self-report treating up to 500 persons per day. Hatzalah volunteer often arrive within two minutes, have 100 percent availability, and keep their equipment with them routinely.[150]

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[146] Daniel Y. Ellis and Eliot Sorene, "Magen David Adom—The EMS in Israel," *Resuscitation* 76, no. 1 (2008): 5–10.

[147] Morag, *Comparative Homeland Security: Global Lessons*, 291–293.

[148] Ibid.

[149] "Our Work," accessed February 20, 2014, http://www.afmda.org/our-work.

[150] "About Us," United Hatzalah of Israel, accessed February 28, 2014 http://www.israel rescue.org/about-us.php.

E. EMERGENCY RESPONSE, RELIGIOUS CONSIDERATIONS, AND ZAKA

The emergency response process outlined has a duration of approximately one hour from a dispatch call until the scene is cleared and activities return to normal.[151] Rapidly returning to normal as evidenced by cleared streets, open shops, and active civilians in public places, is a symbol of Israel to would-be terrorists that Israelis are a resilient people who will not be frightened into submission. This goal of swiftly returning to a state of normalcy is achieved all the while respecting religious traditions. A voluntary organization, ZAKA, is the key partner for these efforts.

ZAKA is an organization of over 1,500 ultra-orthodox men who respond to accidents and terror events that ensure proper burial of victims in accordance with Jewish religious tenants, which dictates that the dead must be buried intact. A major part of its response includes gathering human remains and matching them for burial. ZAKA members frequently travel by motorcycles, and due to this mobility, are often the first to arrive on the scene and assist in emergency response first aid, fire fighting, search and rescue, including specialist canine, divers, and rappelling units.[152] Members receive extensive religious, military, and emergency medical training, and are welcomed by the community as their training both preserves religious observances but also results in decreased morbidity and mortality.[153] When ZAKA rapidly but carefully removes human remains in a manner sensitive to cultural and religious beliefs, it is more than a respectful and sacred act; it is act of resilience.

F. RACHEL

RACHEL, Israel's National Emergency Authority, was established in 2007 to work with the police, fire, military, MDA, voluntary, and other local authorities in an

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[151] Morag, *Comparative Homeland Security: Global Lessons*, 293.

[152] "ZAKA International Rescue Unit," accessed August 10, 2013, http://www.zaka.us.

[153] Nurit Stadler, Eyal Ben-Ari, and Einat Mesterman, "Terror, Aid and Organization: The Haredi Disaster Victim Identification Teams (ZAKA) in Israel," *Anthropological Quarterly* 78, no. 3 (2005): 619–651.

effort to coordinate emergency response efforts.[154] RACHEL's role is not command and control of an event, but rather to coordinate the efforts of all bodies of authority within the incident. This role is very similar to that of FEMA, and as previously noted, a MOU between the two nations was signed in 2007. Work groups have been established, and practices are being examined and shared. "The list of things that we can gain from this agreement is endless," said the head of the NEA's Planning and Strategic Cooperation Department. "The most important thing that we plan to internalize is the cultural understanding of the way Americans work. Relative to the size of our country, we have had to deal with many high-pressure incidents."[155] The establishment appears to be further recognition of the importance of the civilian role in preparedness, particularly as a component of the force structure to the Israeli home front.

G.   CONCLUSIONS

Two striking features of Israeli community preparedness are lifetime education and training beginning at an early age and numerous civilian volunteer programs integrated into professional emergency response organizations. Preparedness education begins no later than kindergarten, continues throughout secondary school, expands into military service for most, and continues through volunteering, as well as local and national exercises. A very compelling component of the model is Israeli volunteer programs.

While the HFC leads citizen preparedness equipment issuance and training, it also interfaces with community members, volunteers, and professional organizations to enhance preparedness and organize response. Volunteers are recruited, trained, and exercised for the purpose of preventing attacks and responding as an embedded component of the force structure to emergency events when necessary. Civilians are linked in this fashion to law enforcement, and emergency response in very unique ways

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[154] Rozdilsky, "Emergency Management in Israel: Context and Characteristics," in *Comparative Emergency Management: Understanding Disaster Policies, Organizations, and Initiatives from Around the World*.

[155] Hillel Fendel, "Israel and U.S. to Train Together for Emergency Response," *Arutz Sheva*, accessed February 21, 2014, http://www.israelnationalnews.com/News/News.aspx/137572#.UxTl7_RdVxg.

tailored toward the cultural beliefs of Israeli citizens. This tiered multidisciplinary structure controlled by professionals, but supported by citizen volunteers, is an effective strategy forged from necessity arising from existence of militant oppositional forces. This volunteer force is respected and accepted by both professional responders and individual citizens as a critical element toward enhanced capabilities. The creation of RACHEL is a more recent step to further enhance coordination of multiple response components in a highly effective and multifaceted system in which military, professional responders, and citizens operate in tandem during complex operations.

Many of Israel's successful practices could be important strategies for preparedness in the United States. The following chapter outlines useful adaptations and expansions to the existing U.S. community preparedness model. These enhancements are achievable through adoption, adaption when necessary, and application of certain components of Israeli community preparedness systems and structures.

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VII. FINDINGS AND RECOMMENDATIONS

Many contextual differences exist between Israel and the United States, such as size of country, population, threat type, and threat frequency. However, the commonalities of democratic governments, Western societies, strong militaries, and patriotic cultures, as well as the existence of current avenues for practice sharing, makes Israel a useful case study for enhancing community preparedness and promoting national resilience in the United States. The findings and recommendation of this research area is the focus of this chapter.

A. SUMMARY FINDINGS

Both the United States and Israel have rich but divergent histories by which they arrived to the current state of global affairs, which necessitates engaging and utilizing citizens for community preparedness to achieve national resilience. The respective histories and cultures of the countries showcase a persona of sturdy pioneers with strong national pride. Both nations have a demonstrated spirit of self-reliance, value service to others, and have developed community preparedness efforts rooted in sound psychological and sociological foundations necessary to engage and motivate individual and societal human behavior. Although in recent history, U.S. citizens appear to have an expectation of government solutions and services to address many needs, a national call currently exists in the United States to return to self-reliance, especially in the disaster preparedness arena.[156] Israel maintains a prepared citizenry and is recognized internationally as a model for resilience based on the use of well-informed, trained, and utilized civilians.[157] These civilians are educated and trained throughout their lives and respond in an organized fashion via multiple voluntary organizations linked to professional response agencies.[158]

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[156] FEMA, *FEMA Strategic Plan Fiscal Years 2011–2014*, 1–10.

[157] McGee and Edson, "Extending the Conceptagon as an Analytic Framework: A Case Study of Public Preparedness in Israel."

[158] Ibid.

In the arena of community resilience, the United States has made strides in individual and community preparedness, but new approaches are needed to link the motivation, action, and mindset to national preparedness strategies. The value of return on investment is significantly greater in terms of human and economic loss from preparedness or mitigation expenditures when compared to response and recovery expenditures, which further underscores the need for program expansion.[159] The federalist system of government complicates the delivery of a single community preparedness program, and has likely contributed to the creation of disparate community preparedness programs. Israeli methods of citizen engagement are executed from a multidisciplinary structure implemented by national government and response professionals, but heavily supported by citizen volunteers. This network provides a smooth system of citizen involvement prior to events, which contributes to effective teamwork by civilian and professional responders before, during, and after an incident.[160]

1.   Analysis

Wholesale, comprehensive implementation of the Israeli model of community preparedness in the United States is not practical. Certain barriers prevent the sharing of practices while others require adaptation prior to implementation. Preparedness awareness, training, and exercise participation begin in kindergarten and culminate in military service for most Israelis. These practices not only produce better-prepared citizens, it also fosters a sense of national unity and patriotism. The United States lacks both a comprehensive national preparedness education curriculum for schools, and its military service is voluntary. No adaptation is available to compensate sufficiently for the lack of a national preparedness education curriculum for primary and secondary schools. This deficit should be addressed. An augmentation of military conscription in the United States is to re-envision military, national, and voluntary service options for citizens and legal residents. Instead of looking at these actions as disparate functions, viewing them

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[159] Mary B. Anderson, *Which Costs More: Prevention or Recovery?* Selected Materials from the Colloquium on the Environment and Natural Disaster Management (Washington, DC: World Bank, June 27–28, 1990).

[160] Efraim Ben-Zadok, "The Impact of National Characteristics on Local Citizen Participation: A Developmental Research Framework Applied to Israel," *Contemporary Jewry* 7, no. 1 (1986): 19–42.

through a single prism of service then applying varying degrees of service requisites could enhance preparedness and perhaps provide the intangible civic benefits that often accompany military service.

Cultural differences between the nations exist, and comparatively, Israel is much more culturally and religiously homogeneous. Clearly, the heterogeneity of the United States will not be altered, but by applying Israel's national model on a community-by-community basis, this difference in neutralized. While heterogeneity exists in any given community in the United States, community leaders possessing awareness and social capital are knowledgeable of cultural and religious beliefs of their members; therefore, community preparedness models can be tailored to suit the needs of its citizens. A comparison example to ZAKA could be an interfaith network whereby a community identifies and deploys a member from a representative faith to meet the specific psychological and religious needs experienced by victims, survivors, and their families. This group would be one component of a community volunteer network partnering with professionals for preparedness and response at the community level. This community network reflects Israel's national model, but instead of one central program, the United States is comprised of hundreds of programs in varying sizes.

Another notable difference is the type of threats faced by each country. The Israeli model has been constructed in large part in response to terrorist threats while the United States has an all hazards model due to national threats from terrorism, man-made disasters, and natural disasters. However, preparedness measures are not exclusively applicable to preventing or mitigating only one type of threat, and therefore, differing types of threats are not a barrier to implementing Israeli models. Sheltering, evacuation, and listening for emergency messaging, are examples of measures, which would be utilized by both nations for almost any type of threat. The type of preparedness programming is of secondary importance to actually implementing encompassing program strategies and frameworks across the United States, as is the case in Israel. Since federalism prevents a one size fits all approach, an encompassing program design must be parceled out for delivery at the local jurisdictional level in the United States However, preparedness programs should be developed and funded at the national level and contain

built in flexibility for implementation at the state and local level. This adjustment to Israel's model actual leverages federalism as an asset when implementing an all hazards approach. Each state and local jurisdiction could balance its programs, trainings, and exercises to its communities' risks and threats, as well as augmenting existing capabilities with volunteers; otherwise stated, each community designs and implements a unique program exclusively developed by stakeholders within the community. Additionally, this common sense approach of allows communities to design and implement small-scale models of Israel's volunteer integration strategies, positively addresses the convention of home-rule by local jurisdictions, and also allows the community to expand preparedness while respecting cultural and religious observances of community members.

Since Israel has a centralized government, the national government administers the lead response agency for police, fire, emergency management, and emergency medical. This factor streamlines the flow of strategies or initiatives, such as partnering volunteers with professionals, into practice. As previously noted, a federal system of government cannot mirror this model since state laws, as well as response organization structures, vary. However, this practice of closely aligning and seamlessly integrating volunteers with professionals for training, exercise, and response could be enacted at the local jurisdiction or community level by driving the initiative from the local level. Each professional response organization should have a portion of its critical funding linked to recruiting, training, exercising, and responding with volunteers. While it could be managed within the organization, professional agencies may also choose instead to partner with existing voluntary organizations that currently manage a pool of volunteers. This adjusted version of Israel's model is a force multiplier for response organizations and directly enhances community and individual preparedness levels through training and exercises.

As this Israeli practice in based in national legislation, and such legislation does not exist in the United States, to adapt the model for U.S. application further, this practice needs to be incentivized. The federal government should tie a portion of federal funds to successful leveraging of volunteers by response agencies. A potential obstacle to success by the United States in this endeavor is liability. This issue should be addressed swiftly at

the federal level to implement better protection effectively against litigation for volunteers. Specifically, individuals who receive training and respond with professional organizations, as well as those who respond as "Good Samaritans," should be afforded protection. Potential liability risk does not prevent implementation of expanding the utilization of volunteers, but putting the issue to rest could contribute to earlier success in this segment of preparedness.

2. Key Finding

Examination of Israel's proven model of community preparedness has shown that applying, adapting, and utilizing some of these components is achievable, and will greatly enhance U.S. resilience. The U.S. government's role is to design and resource flexible programs that communities can tailor to address specific threats, needs, and strengths unique to their citizens and society. The United States and Israel have notable differences including landmass, population, frequency and intensity of threats, national versus federal democratic governance, cultural and religious homogeneity, as well as levels of public trust in government. However, the data indicate that the contextual differences are not insurmountable policy challenges for utilizing best practices from Israeli community preparedness models and applying them to the United States. Many Israeli practices parallel those of the United States, particularly the utilization of volunteers in disaster preparedness and response. This area should be enhanced in the United States based on Israeli practices. Components of the Israeli model, which are absent or weak in the United States, are education and training for youth, as well as mandatory national service for most citizens.

B. RECOMMENDATIONS

Based upon the findings in this research, the following components of Israel's community preparedness model should be applied in the United States: 1) education, training, and exercising of youth, 2) integration of volunteer, government, and professional preparedness and response agencies and personnel, and 3) conscripted service to the nation.

These components are applicable in the United States and could be implemented via the following four measures.

- Apply the Israeli national model at the local and community level by engaging all stakeholders, with a priority of integrating volunteers and professional responders

Former Bush Administration Director of the White House Office of Faith-Based and Community Initiatives, Jay Hein, is a proponent of harnessing the services of the local community that was often more efficient and effective than the government.[161] Hein frequently used the phrase, "Grow the initiative smaller," when referencing partnering government efforts to those of community organizations. This term perfectly conceptualizes applying Israel's model of community preparedness at the local level. Local government, responder, and volunteer components currently exist in communities in the form of emergency management, law-enforcement, fire services, and faith and community-based organizations.

Local Citizen Corps Councils exist in every state and could immediately serve as the framework to convene all stakeholders. Council and community efforts should be clearly defined, benchmarked, and routinely evaluated with common national standards and nomenclature. These efforts fall within the current role of the councils, but need to be strengthened and incentivized if councils are to increase their efforts effectively and actively engage community partners toward specific preparedness benchmarks.

A great strength of Israel is the use of volunteers and the manner in which they seamlessly train and respond with professionals. While litigation when working with volunteers has been acknowledged, solutions to this obstacle are manageable.[162] Extreme levels of coordination and cooperation between government and voluntary agencies implies much more than a handshake between professionals and volunteers; it implies integration of policy and doctrine that must not only occur at the community and state level, but at the federal level as well. However, immediate actions could occur to

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[161] Jeff Levin and Jay F. Hein, "A Faith-Based Prescription for the Surgeon General: Challenges and Recommendations," *Journal of Religion and Health* 51, no. 1 (2012): 57–71.

[162] FEMA Strategic Foresight Initiative, *Technological Development and Dependency: Long-Term Trends and Drivers and their Implications for Emergency Management*.

expedite partnerships, collaboration, and coordination between volunteers and professionals. These steps are outlined in the following recommendation.

- Elevate and prioritize community preparedness by creating an Office of Community Resilience at FEMA

Individual and community preparedness operations occur within several divisions and program areas within FEMA because the efforts necessarily cross agency organizational lines. However, creating a single office for oversight and coordination, which reports to FEMA's administrator, will promote a more organized and unified effort. In addition to coordinating internal operations, this office would liaise with other partners designated critical to these actions including, but not limited to, the U.S. Department of Education, U.S. Department Health and Human Services, CNCS, and appropriate state and local stakeholders. Although no military component exists, this office would mirror the role of Israel's HFC in terms of cross-governmental coordination of preparedness roles and responsibilities. Additionally, this office would coordinate enhancement of existing community preparedness programs to adapt and integrate successful practices from the Israeli model, most notably, utilizing local volunteers by professional responders at the community level. As previously stated, FEMA's role is to design and resource flexible programs that communities can adapt and tailor to address specific threats, needs, and strengths unique to their citizens.

At the height of the program's funding, the Citizen Corps allocation to states was slightly less than 14 cents per person.[163] A more realistic but still modest amount would be one dollar ($1) per capita, or $315 million annually for all community preparedness grant programs; 75 percent of the allocation to states should be population based and 25 percent awarded competitively. This ratio ensures all jurisdictions are funded, but encourages innovation and incubation of emerging strategies, which can later be replicated in other states and communities. Additionally, it blunts opposition by citizens and representatives of less populated states who may oppose strict per capita funding. An important funding strategy is that additional dollars from partnering stakeholders will be

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[163] Conroy, "What Is Going to Move the Needle on Citizen Preparedness?: Can America Create a Culture of Preparedness?," 37.

leveraged resulting in not only vertical funding from the federal government, which ultimately is used for local community organizations, but also horizontal funding from existing funds within partnering organizations.

Examples of partnering organizations include nonprofit groups, such as the Red Cross, Salvation Army, United Way, as well as other state, regional, and local and faith- and community-based organizations. While these groups are currently active in all phases of the disaster cycle, and should be increased; existing organizational roles, capabilities, and assets should be clarified. Greater engagement and partnerships with these groups is achievable via sub-granting of federal funds to these groups through states, with state and local government maintaining a small portion of funding for administrative oversight of programs. This "Stone Soup" strategy of voluntary pooling of limited resources, in which government is partnered with citizens, is classic synergy resulting in a whole that is greater than the sum of the parts. This partnership may also generate greater buy-in from program partners who now have a vested interest in the program's success in their community. Additionally, funding allocations should be clearly designated in an effort to prevent community preparedness funds from being diverted to other areas during times of fiscal constraints, as has previously occurred.[164]

Within this flexible framework, each community can tailor citizen preparedness programming by cataloguing the assets and capabilities, both professional and volunteer, within its geographic boundaries, assessing its threats, risks, and evaluating these against its capabilities, and utilizing funding to enhance existing volunteer structures and systems. The fundamental concepts of preparedness are the same and based on national preparedness goals, but the exact format will vary from state to state, as well as from community to community. Just as each community has a public library but variability in the selection of books, every community should have a preparedness program built on citizen engagement. While minimum standards must be achieved, this program should be specifically tailored to the unique needs, risks, assets, and goals of the community. A few examples of tailored programs include coastal communities vulnerable to hurricanes

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[164] FEMA Strategic Foresight Initiative, *Technological Development and Dependency: Long-Term Trends and Drivers and their Implications for Emergency Management*, 14.

prioritizing attention to and adherence of evacuation messaging, tornado prone regions prioritizing listening for warnings and taking immediate shelter in pre-identified secure locations, and communities with strong faith-based disaster services building the houses of worships' facilities and capabilities into their planning. A component of each community plan should develop a legacy for preparedness by incorporating youth into its programming efforts.

- Create a national education community preparedness curriculum

Guidance toward this effort is beyond the scope of this work, but is critical to engage U.S. youth as intensely as their counterparts in Israel. Previously citied sources all concur that building a generation of prepared citizens is mandatory for preparedness and resilience of the nation. These efforts should be developed and implemented on an aggressive schedule. As noted earlier, a newly established Office of Community Resilience at FEMA will work with the U.S. Department of Education to develop a nationally accepted curriculum. Part of this effort is the development of a strategy to motivate local school boards to incorporate and implement the curriculum. To address the gap while the curriculum is developed, outreach to communities encouraging enhanced and expanded youth programs within the public, private, and home school systems, and also community-based youth programs, should continue.

- Enact mandatory military, national, public, or volunteer service

Service to one's country offers many personal benefits not only to the nation, but also to the individual providing the service. While conscripted military service is not currently popular or necessary, other venues for service to the nation and the community can build a culture of civic-minded individuals and strengthen societal bonds of a community.[165] National service could be a method of meeting civic service requirements for citizens and legal residents of the United States. CNCS offers a multitude of national service opportunities for individuals of all ages. Like mandatory military service, conscripted national service is an idea that does not have widespread public support, according to opinion polls.[166] Transition to this requirement should be gradual and

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[165] Constance Flanagan and Peter Levine, "Civic Engagement and the Transition to Adulthood," *The Future of Children* 20, no. 1 (2010): 159–179.

[166] Bandow, "A 'National Service' Revival Will Serve the State, Not the People."

socialized to the public in a manner highlighting the benefits to the individual, such as a small stipend, living allowance, and educational scholarship award. Simple steps, such as noting the financial and humanitarian benefits to communities, should be highlighted, and the term national service, should aptly be changed to state and national service to reflect the federal system of government and acknowledge states' rights in the United States.

Other options for service could include applying public service hours, such as law enforcement, fire service, or health care personnel. Additionally, simple volunteer service hours, such as those captured for the President's Volunteer Service Award, could meet the criteria. Any combination of these could meet the recommendation, as goals of this action are also to foster civic ties, promote good citizenship, and address unmet community needs, as well as to provide for a strong national defense and enhance community preparedness.

As noted, current public opinion polls indicate resistance to mandatory military service, as well as national service exists in the United States, and therefore, implementing outright military and national service alone may be unrealistic. However, providing other options to meet a service requirement offers flexibility and a pathway to achieving success. Also, because fiscal obligation of any program must be justified, a business case model should be developed to project a return on investment for the program, and specifically, determine the percentage of program cost that is offset by services provided to communities in an effort to demonstrate the fiscal viability and benefits of this effort. The previously noted benefits of self-discipline; ongoing community and civic engagement, and national, state, and/or community pride, are often manifested in individuals participating in military, national, or voluntary service. These elements appear to have fostered a culture fertile for producing exceedingly prepared individuals and communities in Israel.

C.   CONCLUSIONS

Applying Israeli models of community preparedness in the United States will greatly enhance citizen preparedness, build stronger communities, and synergistically coordinate professional and volunteer resources that will ultimately contribute to a more

resilient nation. To accomplish this goal, the government must alter the perception of citizens as recipients of care and services to one of critical assets in national preparedness strategies, and citizens must perceive themselves as self-reliant contributors to their community and nation. While history has shown great accomplishments are rarely easy, the United States already possesses many of the component pieces of the system necessary to move citizen preparedness very far forward in a relatively short timeframe. In essence, no need exists to create a massive new system; what is needed is a reimagining of the functions and interactions of existing integrants. Although the federal system may complicate the implementation of community preparedness efforts, it also may offer opportunities for state and local entities to serve as laboratories for innovation and incubators for successful practices. Discovering and examining case studies of these practices in the United States is an area for future research.

Additional areas for further U.S. research include methods to improve or repair citizens' trust in the government and elected officials, types and efficacy of public preparedness messaging, engaging and preparing youth in school and via other community venues, and identifying meaningful ways to engage all U.S. citizens and legal residents in some form of national service in a manner that meets with public approval.

Meaningful citizen engagement and preparedness would greatly contribute to the safety, security, and resilience of the United States. While progress has been made through a renewed focus on individual and community preparedness in the aftermath of September 11, 2001, Hurricane Katrina and Super Storm Sandy, compelling evidence is available that an enhanced and altered approach is warranted. Israeli strategies have been developed and refined in the theater of frequent threats and attacks. While the development of these strategies and programs has a counter-terrorism basis, principles and components are also useful and applicable for an all-hazard approach. The United States currently possesses the assets and resources to enhance community preparedness capabilities swiftly and significantly by implementing components of Israel's model.

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